

The University of Chicago

STANDARDS FOR THE
ACCREDITATION OF SECONDARY
SCHOOLS

A DISSERTATION SUBMITTED TO THE FACULTY
OF THE DIVISION OF THE SOCIAL SCIENCES IN
CANDIDACY FOR THE DEGREE OF DOCTOR OF
PHILOSOPHY

DEPARTMENT OF EDUCATION

1942

By
WILLIAM ESTUS McVEY

CHICAGO, ILLINOIS

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ACKNOWLEDGMENT

The writer is deeply indebted to Dr. William C. Reavis, Dr. Leonard V. Koos, and Dr. Herman G. Richey for their constructive criticism, guidance, and encouragement in the organization and presentation of the results of this investigation; and to members of the State Committees of the North Central Association of Colleges and Secondary Schools who supplied certain data which contributed materially to the success of the study.

TABLE OF CONTENTS

	Page
ACKNOWLEDGMENT.	11
LIST OF TABLES.	vi
 Chapter	
I. INTRODUCTION	1
The Purpose of the Study	
The Scope of the Study	
Related Literature	
Sources of Materials	
Organization of the Report	
II. HISTORICAL BACKGROUND, 1870-1910	6
Beginnings in America	
Types of Accreditation Prior to 1910	
Committees and Organizations Exercising Wide Influence	
State Department Versus State University	
Summary	
III. ORIGIN AND DEVELOPMENT OF STANDARDS FOR ACCREDITATION, 1870-1910	15
Accreditation by a State University	
Accreditation by a State High-School Board	
Accreditation by a State Board of Education	
Accreditation by a State Department	
The Dual Type of Accreditation	
Accreditation in Illinois, Iowa, Nebraska, Wisconsin, Missouri, Kansas, Colorado, Oklahoma, and South Dakota	
Standards for Accreditation, 1910	
Summary	
IV. THE NORTH CENTRAL ASSOCIATION OF COLLEGES AND SECONDARY SCHOOLS PRIOR TO 1910.	65
Early History	
Standards for Secondary Schools	
Revision in Standards, 1906	
Trends in Standards Prior to 1910	
Growth of the Association between 1895 and 1914	
Summary	

V. STANDARDS OF THE NORTH CENTRAL ASSOCIATION OF
COLLEGES AND SECONDARY SCHOOLS, 1910-40. 78

Preparation of Teachers
Instruction and Spirit
Buildings
Library and Laboratory Facilities
Records
Salaries
Teaching Load
The Pupil Load
Athletics
Units Required for Graduation
Program of Studies
Pupil-Teacher Ratio
Number of Teachers Required
Recognition of Economic Stress
Warning and Advice
Policies and Regulations
Recommendations
Summary

VI. TRENDS IN STANDARDS, 1910-40 115

Agencies of Accreditation
Number of Teachers Required to Devote Full Time
to the Secondary School
Qualifications of Teachers
Minimum Length of School Year
Units Required for Graduation
Minimum Length of Recitation Period
The Teaching Load
Laboratory Facilities
Library Standards
Records
The Moral Tone of the School
The Pupil Load
The Pupil-Teacher Ratio
The Unit of Credit
Maximum Class Size
Plant Facilities
Summary

VII. A CRITICAL EVALUATION OF STANDARDS 157

Professional Preparation of Teachers
Pupil-Teacher Ratio
Pupil Load
Schools Warned and Dropped
Validity of Standards
Size of School
Pupil-Teacher Ratio and Class Size
Pupil Load
Responsible Opinion
Criticisms of the Committee on Coöperative
Study
Reply of Dr. Joseph D. Elliff

Chapter	Page
Other Noteworthy Comments Viewpoints of the Author	
VIII. GENERAL SUMMARY AND CONCLUSIONS.	185
The Origin and Development of Standards	
Trends in Standards Between 1870 and 1910	
Critical Evaluation of Standards	
Overlapping Tendencies of Agencies of Ac- creditation	
Influence of Standards upon the Educational Program of the Schools	
APPENDIX.	198
BIBLIOGRAPHY.	212

LIST OF TABLES

Table	Page
1. Summary of Standards for the Accreditation of Four-Year Secondary Schools in the Territory Belonging to the North Central Association in 1910.	59
2. Summary of Standards for the Accreditation of Four-Year Secondary Schools in the Territory Belonging to the North Central Association in 1910.	62
3. Secondary School Memberships of the North Central Association, the Period 1895 to 1910.	76
4. Agency of Accreditation and Date When Accreditation Began	116
5. Standards for the Accreditation of Four-Year Secondary Schools: Number of Teachers Required to Devote Full Time to High School Work	119
6. Standards for the Accreditation of Four-Year Secondary Schools: Qualifications of Teachers.	120
7. Standards for the Accreditation of Four-Year Secondary Schools: Minimum Number of Weeks Required in the School Year	125
8. Standards for the Accreditation of Four-Year Secondary Schools: Units Required for Graduation	127
9. Standards for the Accreditation of Four-Year Secondary Schools: Minimum Length of Recitation Period Required.	127
10. Length of Class Periods as Reported by the North Central Association for the Years 1925, 1930, and 1940.	128
11. Standards for the Accreditation of Four-Year Secondary Schools: Maximum Number of Periods Which an Instructor May Teach Daily.	129
12. Standards for the Accreditation of Four-Year Secondary Schools: Requirements Governing Laboratory Facilities.	131
13. Standards for the Accreditation of Four-Year Secondary Schools: Libraries	134
14. Standards for the Accreditation of Four-Year Secondary Schools: Record Keeping.	138

Table	Page
15. Standards for the Accreditation of Four-Year Secondary Schools: The Moral Tone of the School.	140
16. Standards for the Accreditation of Four-Year Secondary Schools: Maximum Number of Subjects a Pupil May be Allowed to Take	143
17. Standards for the Accreditation of Four-Year Secondary Schools: The Maximum Pupil-Teacher Ratio	146
18. Standards for the Accreditation of Four-Year Secondary Schools: Definition of Unit of Credit.	148
19. Standards for the Accreditation of Four-Year Secondary Schools: Maximum Class Size.	151
20. Standards for the Accreditation of Four-Year Secondary Schools: Plant Facilities.	153
21. Number of Academic Teachers Possessing Fifteen Hours or More of Training in Education.	159
22. Professional Preparation of All Teachers New to Member Schools of the North Central Association: The Period 1936-1941	161
23. Courses in Education Taken by 4318 New Academic Teachers Entering Service During the School Year 1927-28	162
24. Courses Completed by 1001 New and Inexperienced Teachers and Frequency of Mention.	163
25. Pupil-Teacher Ratio	165
26. Percentage of Pupils in North Central Association High Schools Carrying Five or More Units.	167
27. Number of North Central Association High Schools Warned and Dropped 1930-1939.	168

CHAPTER I

INTRODUCTION

The writer has been for many years rather closely associated with the problems which arise in connection with the accreditation of secondary schools. As a superintendent of a large high school, he has faced the obligations which every administrator must meet in his efforts to make certain that the institution over which he presides will not be found wanting on the day of reckoning, when his procedures and practices will be evaluated in terms of standards and regulations which have been laid down by outside authorities. On the other side of the picture, he has served for a number of years as a member of the Illinois State Committee which acts as the clearing agency for the North Central Association in Illinois; he was, for three years, a member of the Committee of Seven--now the Administrative Committee--of the Commission on Secondary Schools of the North Central Association; and he is at present a member of the Executive Committee of the Association. These experiences have given the writer an opportunity to deal with the many problems involved in the accreditation of secondary schools from the standpoint of one who assists in the formulation of standards as well as from the viewpoint of one who is responsible for carrying into effect the rules and regulations, when once established. Doubt has arisen many times regarding the soundness of certain criteria which have been embodied in standards without that validation which should accompany scientific procedures. One is disposed to question, also, the need for three standardizing agencies serving the same territory and the same high schools. First-class high schools are expected, in some states, to meet the requirements of three accrediting agencies and to execute, annually, extended reports for them. These agencies are: the State Department of Instruction; the State University, and the Regional Accrediting Association. The reports demanded are, in many instances, fairly long and laborious. They place considerable burden upon the offices of school executives which, according to common knowl-

edge, are usually understaffed.

The influences of accrediting institutions are far-reaching, as this study will attempt to show. These influences are manifest in the nature of curriculums, qualifications of teachers, teaching schedules, pupil-teacher ratios, length of school term, library facilities, laboratory equipment, and many other factors which have a pronounced effect upon the welfare of the school. It is important that agencies which wield such authority rest upon foundations which are tenable, and that their existence be justified in the light of needs which are readily discernible.

The Purpose of the Study

The purpose of this study is five-fold: to trace the origin of secondary school standards which are a part of the accrediting procedures of state departments of instruction, state universities, and one regional accrediting agency--the North Central Association of Colleges and Secondary Schools; to determine the trends in these standards since about 1870; to offer a critical evaluation of standards as they exist today; to consider the overlapping tendencies of these three agencies serving the secondary school; and, finally, to evaluate the influence which these standards have wielded upon the educational programs of secondary schools.

The Scope of the Study

The study is limited to the territory within the jurisdiction of the North Central Association of Colleges and Secondary Schools. This organization serves twenty states; namely, Arizona, Arkansas, Colorado, Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Montana, Nebraska, New Mexico, North Dakota, Ohio, Oklahoma, South Dakota, West Virginia, Wisconsin, and Wyoming. The study is further limited to that level commonly known as the senior high school. No attempt is made to study standards which have been set up for the accreditation of the junior high school or the junior college.

Related Literature

There have been six important studies, each of which has made a contribution in the field of secondary-school accreditation. These investigations have not been concerned primarily with the

problem under treatment at present; they do, nevertheless, approach, fairly closely, certain phases of the study.

The first of these studies was made by Henderson¹ in 1912. His was a pioneer study of the history of the relationship between high schools and universities. By examining the minutes and official records of several state universities, he was able to describe many of the events and influences which played a great part in the admission of high-school graduates to college without examination.

Manahan² in 1918 completed his dissertation on State Standardization and Classification of High Schools. He was concerned with state policies which established standards for approved high schools. His discussions are helpful in a diagnosis of trends prior to 1918. Unfortunately, his work was never published.

In 1926, Falls³ made a job analysis of state high-school supervision. In this study, Falls points out the need of a study of high-school standards.

Crawford,⁴ in 1930, completed her history of the North Central Association of Colleges and Secondary Schools. The purpose of this study was to trace the origin and growth of this Association. While the treatment of standards was not the most important feature of this investigation, some space was devoted to the subject.

The National Survey of Secondary Education, directed by Dr. Leonard V. Koos,⁵ was completed in 1932. This survey is so broad in scope that it touches at some point most of the problems in secondary education one might wish to investigate. The portion of this survey which concerns most closely the present study of

¹Joseph Lindsey Henderson, Admission to College by Certificate. New York: Teachers' College, Columbia University, 1912.

²John L. Manahan, "State Standardization and Classification of High Schools." Unpublished Master's thesis, Harvard University, 1918.

³J. D. Falls, Job Analysis of State High School Supervisors in the United States. Nashville: George Peabody College, 1926.

⁴Esther Klein Crawford, "The History of the North Central Association of Colleges and Secondary Schools." Unpublished Master's thesis, Department of Education, University of Chicago, 1930.

⁵Leonard V. Koos and staff, National Survey of Secondary Education. Bulletin No. 17, Monograph No. 9. Washington: Office of Education, 1932.

high-school standards is found in the chapters which discuss the legal and regulatory control of secondary education and trends in the articulation of high school and college.

The Coöperative Study of Secondary School Standards, an investigation headed by Walter C. Eells,¹ was first published in 1938, revised in 1939, and republished in 1940. This study offers materials and procedures for evaluating secondary schools of a more valid and flexible type than any that had appeared previously. While the methods of approach to the problem of evaluating secondary schools, which this committee advocated, has had some effect upon the administration of the standards set up by the various accrediting agencies, no radical changes in procedures have as yet been made in the territory within the jurisdiction of the North Central Association.

Sources of Materials

Materials, examined in this study, have been obtained from both primary and secondary sources. A very considerable part of the investigation has been concerned with primary sources. Large use has been made of college catalogues, minutes of boards of regents, state documents including reports of state superintendents of public instruction, legislative enactments, and messages of the governors of states. The proceedings of the North Central Association of Colleges and Secondary Schools have yielded much valuable information. For the earlier phases of the investigation, reports of most worth, perhaps, were those issued by presidents of universities and superintendents of public instruction.

For the chapter on trends in standards between 1920 and 1940, the writer drew principally upon information obtained from a questionnaire filled in by responsible officials in the offices of state superintendents of public instruction and state universities which continue to maintain standards for the accreditation of secondary schools. Data obtained from the questionnaire have been supplemented by the personal reactions of some of the leading secondary school officials in the middle west in correspondence received from them on this subject.

¹Walter C. Eells and staff, Coöperative Study of Secondary School Standards. Washington: 1940.

In addition to the sources enumerated, various other types of materials have been freely drawn upon. These--too numerous to mention here--consist of manuals, leaflets, pamphlets, reports of investigations, personal interviews, magazines, and books.

Organization of the Report

The report of the various steps taken in this study, together with the conclusions and recommendations, are organized and presented in subsequent chapters as follows: the historical background is presented in Chapter II; the origin and development of standards for the accreditation of secondary schools in the various states between 1870 and 1910 is treated in Chapter III; Chapter IV is devoted to a history of the North Central Association of Colleges and Secondary Schools prior to 1910; the standards of the North Central Association from the date of its organization in 1895 to 1940 are discussed in Chapter V; an analysis of the trends in standards is given in Chapter VI; a critical evaluation of standards is made in Chapter VII; and in the final chapter are presented a general summary and the conclusions of the writer.

CHAPTER II

HISTORICAL BACKGROUND

The Period from 1870 to 1910

The present century has witnessed an extraordinary increase both in the number of secondary schools and in the enrollment in them. In 1890, the number enrolled in the public secondary schools of this country was 215,776.¹ During the school year 1937-38, this enrollment reached a total of 7,420,702 pupils.² The great majority of these millions have been affected, to a greater or less degree, by the standards which have been formulated for the accreditation of these schools. As conditions rapidly change, one inherent danger underlying this problem is the chance that certain standards may outlive their usefulness, and fail to keep step with the march of progress.

A survey of developments leading up to the present day proves that standards for the approval of secondary schools did not originate by chance; they are a logical outgrowth of the movements in secondary education which have taken place in this country during the last seventy-five years. In order to understand the existence and the meaning of these standards,--since social forces leave their unmistakable imprint upon the character and influence, it is necessary to study the conditions which gave rise to them, to trace their origin, and to follow their changing trends. Educational institutions and educational movements evolve from economic, political, and religious elements within our social fabric. Their full significance can be realized only through an analysis of the circumstances which have brought them into being.

Beginnings in America.--Accreditation of secondary schools

¹Report of U. S. Commission of Education, II, 792. Washington: Government Printing Office, 1894.

²Biennial Survey of Education in the U. S., Statistics of Public High Schools 1937-38. Bulletin No. 2, chap. v. Washington: Government Printing Office, 1940.

began to receive attention in the year 1870. Dr. Henry S. Frieze, Acting President of the University of Michigan, recommended in his annual report of September 20, 1870, that Michigan should have mutual coöperation between the university and the high schools of the state. He further recommended that the high schools should be visited and examined by members of the university faculty, and that students be admitted upon certificate.¹ His recommendations were adopted, and, in 1871, students from four Michigan high schools were admitted on this basis. This step marked the beginning of university accreditation in America.

Many movements of national importance were taking place at this time. This country had just emerged from a great civil war and was about to enter upon an era to be characterized by increased interest in public education. The National Educational Association was organized in 1870 as an outgrowth of the old National Teachers' Association. In 1867, Congress provided for the organization of a National Department of Education. The following year, the National Department of Education became the Bureau of Education and later the name was changed to the Office of Education. The organization of free public schools all over the country, during the reconstruction period, signaled a rising interest in this form of education.

The rapid growth of the public secondary school, the decline of the academy, and the movement for the accreditation of secondary schools are in a measure coincidental. While the academy held sway, there was little interest in admission to college by certificate. The academy and the university constituted two distinct parts of our educational system. The university could ascertain the fitness of its prospective students only through examination, and no other plan was considered prior to 1870. As the public high school grew in prominence, the need for closer relationships with the university became apparent, and accreditation seemed the logical channel through which this gap might be bridged.

Types of accreditation prior to 1910.--As might be expected in a democracy such as ours, identical patterns and procedures were not adopted by the various states. In Michigan, the agency for

¹Henderson, op. cit., p. 10.

accreditation was the State University; in Indiana, the State Board of Education performed this function; Minnesota established the State High School Board as the official agency; South Dakota placed the control of high schools entirely in the hands of the State Department of Education; and in the state of West Virginia, joint control was exercised by the State University and the State Department of Education.

Later in this study, the writer will trace the origin and evolution of these various procedures for classifying and accrediting high schools. Each system has its elements of strength and weakness. An evaluation of the merits of each plan will await a more detailed consideration of the steps followed in the development of the programs of the various states. Fortunately, the scope of this study includes the states where high school accreditation began early and developed rapidly into strong, well-organized systems. The East has been dominated by private colleges of great influence while the South and the far West developed their programs more slowly. The Middle West assumed leadership early and has remained outstandingly strong throughout the years.

Committees and organizations exercising wide influence.--

The Committee of Ten, rendering its report in 1893, was an important factor in the development of high-school standards. This committee recommended a system of majors and minors which led to the adoption of the unit of work in terms of weeks and minutes per day. Frequent references to the report of this committee appear in various state documents. The State Superintendent of Michigan called it "one of the most remarkable documents ever issued in this country."¹ He made particular mention of results of conference committees for the study of subject matter, and the place in the curriculum which each subject should occupy. He recommended that the report be made the basis for teachers' meetings during the year.

In 1897, the National Educational Association appointed a committee to investigate college entrance requirements.² The

¹Fifty-Seventh Annual Report, State Supt. of Public Instruction of Michigan, 1893, p. 19. Lansing: Robert Smith and Co., 1893.

²Report of Committee on College Entrance Requirements, National Educational Association, p. 9. Washington: The Association, 1899.

appointment of this committee grew out of a feeling that college entrance requirements needed some sort of standardization. Conditions in this respect had become somewhat chaotic. Variations in the manner of dealing with this subject, among the colleges, are numerous today, but they were much more pronounced in the decade which marked the close of the previous century.

It was during this period that regional accrediting associations began to take shape. The New England Association of Colleges and Secondary Schools had been organized in 1884, and the Association of the Colleges and Secondary Schools of the Middle States and Maryland followed in 1887. The North Central Association of Colleges and Secondary Schools, serving the states of the Middle West, was organized in 1895. These associations arose because a closer harmony between colleges and secondary schools became obviously necessary. In the beginning, their concern dwelt mainly on college entrance requirements; later, they became standardizing agencies for secondary education in the territory over which each organization holds jurisdiction.

The General Education Board has been a very influential factor in shaping programs for inspection and standardization of secondary schools in the South. For many years, this foundation provided professors of secondary education, high school supervisors, and state department officials who stimulated higher standards and growth of educational advantages throughout the southern states.

The Carnegie Foundation for the Advancement of Teaching accepted, in 1906, a course of five periods weekly throughout an academic year on the secondary level as a definition of a unit of high school study.¹ In 1909, this definition was changed to read, "A unit represents a year's study in any subject in a secondary school, constituting approximately a quarter of a full year's work."² For more than thirty-six years, this pronouncement has had a profound influence upon the standards and character of secondary schools as well as the nature of college entrance requirements.

Thus, it is seen that the evolution of standards for the accreditation of secondary schools, especially during earlier peri-

¹First Annual Report, The Carnegie Foundation for the Advancement of Teaching, p. 88. New York: 1906.

²Fourth Annual Report, The Carnegie Foundation for the Advancement of Teaching, p. 132. New York: 1909.

ods, grew out of the interaction of many forces, each leaving its own imprint upon the type of criteria which was set up for the evaluation of institutions offering instruction on this level. Many of these elements are in ascendancy today; they exercise a potent influence on secondary school standards and accrediting procedures of state departments, state universities, and regional associations. Some important issues remained undecided at the close of the nineteenth century.

State department versus state university.--Chief among these issues, perhaps, was the question whether standardization belonged to the state department or to the state university. This question has never been settled to the satisfaction of all concerned. On one side are the proponents of state standardization who maintain that the state is the agent responsible for the education of the people; that it has created elementary schools, junior high schools, senior high schools, state departments, and state universities; that it is responsible for the well-being of all the different branches of education; and that the state must consider its educational system in its entirety.¹ Manifesting a contrary opinion is Dr. J. L. Henderson who states the case for the opposition as follows:

No external authority, such as statute, state department, or state board should be allowed to come between the school [meaning high school] and the college. The two teaching bodies should come together in vital and reciprocal contact.²

A controversy arose in 1911 in the State of Illinois between the Superintendent of Public Instruction and the High School Visitor of the University of Illinois regarding a resolution passed by the Illinois State Teachers' Association bearing upon the inspection, classification, and standardization of high schools.³ The action taken by the State Teachers' Association reads as follows: "Resolved, That the Legislature of Illinois be requested to provide for the appointment by the Superintendent of Public Instruc-

¹Henry H. Hill, State High School Standardization, Bulletin of the Bureau of School Service, p. 16. Lexington: University of Kentucky, March, 1930.

²Henderson, op. cit., p. 167.

³Twenty-ninth Biennial Report, Superintendent of Public Instruction, Illinois, pp. 37-49. Springfield: Illinois State Journal Company, 1913.

tion of one or more inspectors of high schools, whose duty it shall be to inspect, classify, and standardize the various city, township and village high schools of the state under rules drawn up by the Superintendent of Public Instruction."¹ Pointed correspondence on this subject passed between Dr. H. A. Hollister, High School Visitor for the University, and Dr. Francis G. Blair, State Superintendent of Public Instruction. It is believed appropriate to quote rather extensively from this correspondence because it gets at the heart of this situation and furnishes a picture of conditions as they existed in a number of states.

In Dr. Hollister's letter dated December 11, 1911, he says in part:

After mature consideration, I feel it my duty to write you, in some detail, my own impressions in regard to this very important question. This I do with a profound sense of my own responsibility, because of the knowledge which the past nine years have brought to me of the educational system in Illinois; and because of the probable effect of such a policy as that proposed by the resolution upon our State system of education. In the first place we all agree that there is need of a much closer supervision of high schools than we now have, a thing which I have urged unremittingly for the last six or seven years. . . . But you have intimated that the University cannot rightfully undertake to do this work; that it rightfully belongs to the State department; that the non-state institutions are dissatisfied with the present arrangement because it gives the State University undue influence over the high schools; that some of the Normal School people are opposed to it for a similar reason; that there is also opposition to the University in other quarters.

It is proposed, therefore, to establish in this State a double system; to still permit university inspection and university standards for accrediting, but also to have a standardization to be determined by the State Department of Education as a result of inspection by that department. This it is proposed to do in the face of the following facts:

1. The University has already established a system of standardization, and has enlisted the coöperation of the high schools, and freely invited the coöperation of the normal schools and all non-state institutions of learning. . . . In doing all this the university has studiously and consistently avoided trespassing upon the rights and interests of these other institutions. The building up of this system has involved a considerable outlay from State funds. In the absence of any other standardization, it was imperative that the university assume the responsibility of such standardization in order to be able to extend to the high schools the certificating privilege. . . .

2. All the experience of other states points to the unwise-

¹Ibid., p. 37.

dom of such a course. This I have had unusual facilities for observing through my relations to the Board of Inspectors of the North Central Association. . . .

3. The plan proposed for Illinois involves a turning toward political control of education when the ideal toward which we have been struggling leads away from such control.

4. An important factor in determining upon the proposed plan seems to assume that in the administration of education by the State, in order to gratify the demands of non-state interests, the state should become divided against itself. . . .

5. Finally, it is assumed that a state department is in a better position to determine the principles by which we are to standardize our secondary education than is a great university embodying within itself all phases of the educational interests of the State, and working coöperatively with high schools, normal schools, and all such non-state schools as will accept the invitation to such coöperation. . . .

If a change is needed in this State, other than the strengthening of the present system, a condition which I cannot believe now exists, then let us work out a plan which shall be united, free from the vicissitudes of politics, and calculated to conserve rather than destroy, the good work already accomplished.¹

In Dr. Blair's reply to the communication from Dr. Hollister, he comments upon the issues raised in the following manner:

1. You say, 'We shall all agree there is need for a much closer supervision of high schools.' . . .

2. Now by whom shall this closer supervision be done? Whose legal duty is it? Where reside the legal power and authority for doing it? Are the legal duty, power, and authority for such work lodged in the university or in the office of Public Instruction. The Constitution and the laws confer such duty, power and authority upon the superintendent of Public Instruction and not upon the university. . . . The high-school visitor of the university has no legal authority to supervise high schools. . . . He has no legal authority to enforce his findings and recommendations.

3. . . . The University has the right and the power to inspect such high schools as desire accredited relations with the University. . . . All supervision done by the University beyond that which is incidental to this accrediting scheme is gratuitous and unauthorized by law.

4. You say, 'It is proposed, therefore, to establish in this state a double system.' There is, however, only one system of supervision of high schools authorized in Illinois and that is by the Department of Public Instruction. If there is to be anything resembling a double system of supervision it will be because the University has assumed or does assume duties and functions and authority which do not legally belong to it. . . .²

Dr. Blair raises objection to the statement of Dr. Hollister to the effect that, "All the experience of other states points to the unwisdom of such a course."³

¹Ibid., pp. 37-42.

²Ibid., pp. 42-49.

³Ibid., p. 45.

Furthermore, he takes exception to the contention that supervision by the State Department of Public Instruction would be political and, therefore, dangerous. In regard to this matter he says:

The supervision of high schools by the Department of Public Instruction will be no more political and no more dangerous than the supervision of country schools and elementary schools by that department. The fact is that the distinction you make and the fear you express are unfounded in reason or in fact. . . .

To interpret the high school in terms of the elementary schools, to project its courses and its methods from the elementary school point of view has more of advantage and less of disadvantage in it for the high school. . . . The high school is the last four grades of the common school and its supervision and direction should be done by the same force which supervises and directs the first eight grades.¹

The controversy between the State Superintendent of Illinois and the State High School Visitor of the University has had its counterpart in many other states of the union. The correspondence passing between these two men, both of whom for a quarter of a century occupied positions of authority in matters of this kind in the state of Illinois, is of more than passing interest. It sets down in detail the principal arguments on both sides of this issue and is one of the clearest presentations of the case which the literature affords. The outcome of the controversy will appear in the later pages of this study as the development of plans and techniques for the accreditation unfold in the various states.

Summary

Standards for the accreditation of secondary schools have been motivated by various factors and forces, each of which entered the scene at its particular time and played a part in shaping the nature of the criteria now in use for the evaluation of secondary schools. Among these elements were (1) the economic, political, and religious influences within our social fabric; (2) the growth of interest in secondary education following the civil war period, which accelerated rapidly after the beginning of the 20th Century; (3) the decline of the academy and the growth of the public high school; (4) the work of various committees investigating problems

¹Ibid., pp. 48-49.

in the secondary field; (5) the development of state and regional accrediting associations.

States followed various patterns in the development of accrediting procedures. Some states placed the authority for accreditation entirely in the hands of the State Department of Education; in others, the State University was made the chief accrediting agency; State High School Boards performed these duties in some instances; while certain states seemed to prefer joint control through State Universities and State Departments of Education.

Whether accreditation belonged to the State Department or the State University was the subject of heated controversy in many quarters; the question became a burning one during the first decade of the new century and was engaging the serious attention of educators in 1910.

CHAPTER III

ORIGIN AND DEVELOPMENT OF STANDARDS FOR ACCREDITATION

The Period from 1870 to 1910

The purpose of this division of the study is to bring out as clearly as possible the origin and evolution of standards in the fifteen states which became members of the North Central Association prior to 1910. Some of these states will be treated in considerable detail in order that the reader may obtain a complete picture of the important steps taken by different institutions and agencies in developing their respective programs for the accreditation of secondary schools. Democratic procedures are very clearly exemplified in the manner in which programs for the accreditation of secondary schools evolved in the various states. No two states followed identical patterns. There were, however, certain types which are distinguishable, and an effort will be made to describe, in some detail, the background and development of five of the most representative of these types.

The agencies responsible for these various schemes for accreditation are: (1) the State University, (2) the State High School Board, (3) the State Board of Education, (4) the State Department of Education, and (5) the State University and the State Department of Instruction in joint action.

Accreditation by a state university.--It seems appropriate to begin the study of this period with a review of the development of a system of accreditation in the State of Michigan, since this state was the early leader in movements of this nature. The origin of the affiliation of the University of Michigan with underlying schools really dates back to June 21, 1838, when the Board of Regents resolved to establish eight schools which were known as branches of the university.¹ The Board appropriated for the first

¹Burke Aaron Hinsdale, History of the University of Michigan from 1837 to 1906, p. 31. Ann Arbor: University of Michigan, 1906.

year \$8,000 to defray the expenses of this program, \$500 of which was to be given to each school outright, and the rest to be distributed among the eight schools according to the average number of pupils in attendance. Other expenses were to be met by the local communities. At the end of the first year, five of these branches had been established, enrolling 161 students.

It was soon discovered that the people were much more interested in the branches than they were in the mother institution; that the continued support of them would place a severe strain upon the treasury of the institution; and that if they were to be continued according to the original plan, they would "bleed the University to death."¹ The branches lasted for a few years only and Burke A. Hinsdale, in his discussions of this subject, closes the chapter with the following comment:

On the very page of history where we last meet the branches we first meet the union schools. The public high schools were henceforth to be the branches of the University.²

The lopping off of the branches destroyed the direct connection between the University and the secondary schools for a considerable period. The advantages of such contacts, however, were not lost sight of by the University. It was found during the brief existence of the branches that they furnished excellent feeders for the University. It is not surprising, therefore, to find the University attempting to formulate another program, eliminating previous financial difficulties, at its first opportunity. Such a step was taken by the University in 1870, when acting President Frieze discussed the advisability of closer relationships between the secondary schools of the state and the University. He recommended that a committee of examiners from the academic faculty should visit annually such schools as might desire it, and give certificates to those pupils who might be successful in their examinations entitling them to direct admission to the University.³

The next annual report of the President explains that a beginning in this direction had been made. This announcement marks an historical event insofar as university accreditation is concerned. It is the first example in American education of the acceptance of students into college by certification from a secondary school.⁴

¹Ibid., p. 32. ²Ibid., p. 33. ³Ibid., p. 60.

⁴Henderson, op. cit., p. 10.

In commenting upon the initial phases of the plan for admission, Acting-President Frieze states that, in his opinion, admission by certificate would stimulate the schools to attain a higher rank, promote greater uniformity of preparation, create a reciprocal interest between the schools and the University, and bring into closer co-ordination the two levels of education. In these remarks, Dr. Frieze crystallized many of the principles which were to wield an important influence upon the establishing of standards for the approval of secondary schools for many years to come. Thus, we see the beginnings of university accreditation in the United States.

The so-called "diploma connection" between the secondary schools and the university is described in an announcement appearing in the University Catalogue published in 1871. It reads as follows:

Whenever the faculty shall be satisfied that the preparatory course in any school is conducted by a sufficient number of competent instructors, and has been brought up fully to the foregoing requirements, the diploma of such school, certifying that the holder has completed the preparatory course and sustained the examination in the same, shall entitle the candidate to be admitted to the University without further examination.¹

The plan finally adopted differed in one respect from the original recommendations of Dr. Frieze. He had urged that the University examine and certificate students at the schools, whereas the scheme followed presupposed the visit of examiners to high schools who would inspect the courses of study, textbooks, and satisfy themselves as to the quality of instruction.² Upon the approval of these examiners, schools measuring up to standards, which were to some extent subjective, would be placed upon an accredited list. Standards of an objective sort had to do with subject-matter requirements for entrance. The University began at once to raise certain standards for admission. For example, in 1870 and 1871, the requirements in mathematics were raised. For admission to the scientific course in 1870, the University demanded five books in geometry instead of four which had been the prescription up

¹Catalog, University of Michigan, 1870-71, p. 49. Ann Arbor: University of Michigan, 1871.

²Elizabeth Martha Farrand, History, University of Michigan, p. 206. Ann Arbor: Register Publishing House, 1885.

to that time. In the following year, this was raised to eight books. Geometrical drawing was added to the list in the autumn of 1872. The age of applicants for admission was raised from fourteen to sixteen years in 1870.

In the year 1873, the University began requiring a knowledge of French, natural philosophy, botany, zoology, and geology for admission to the scientific course, and the whole of The Aeneid for entrance to the Latin scientific course. A knowledge of geometrical drawing was not required after the year 1879.¹

From 1871 to 1876, in order to be accredited, it was necessary for high schools to be staffed and equipped for instruction which would prepare students simultaneously for all undergraduate courses of the University.² These courses led to the A.B., B.S., Ph.B., and B.L. degrees. This policy was questioned from time to time and finally in 1876, the following conclusion was reached and adopted by the faculty. "It seems better that a school should be encouraged to train students well in one or two courses than, by undertaking more than it can do successfully, to fail in doing any of its work well."³ The President's report for 1876, goes on to say that there seemed no reason why a school which could prepare students well for a scientific or engineering course should not be recognized for that particular work.

It might be of interest at this point to learn the attitude of the State Department of Public Instruction in Michigan toward the accrediting procedures of the University. Dr. Daniel B. Briggs, State Superintendent, commented very favorably upon this situation in 1876. He wrote as follows:

The policy, inaugurated by the University four years ago, of bringing the high schools into closer relation with the University, has proved a wise one, and gives increasing satisfaction from year to year. It provides that a committee of the faculty visit annually such schools as make application for inspection and report as to their courses of study and the character of the instruction given. Candidates are admitted into the literary department, without examination, who bear

¹Ibid., p. 266.

²University of Michigan, Bureau of Coöperation with Educational Institutions, p. 12. Ann Arbor: University of Michigan, 1937.

³Ibid., p. 12.

diplomas from the high schools that have adopted and are pursuing a preparatory course of study that meets the requirements for admission to that department. Fifty-eight graduates from seven high schools were admitted to the University the past year without examination.¹

Mention is made of the foregoing statement in order to bring out the coöperative spirit which existed between the State Department in Michigan and the University in policies relating to the accreditation of high schools. The University early assumed the ascendancy in matters of this kind and has held this position to the present day. The State Superintendent concerned himself with efforts to obtain statistical reports from high schools and experienced considerable difficulty in securing the data he desired. In complaining about the failure of schools to send in reports he says, "This compels me to repeat the remark, that such apparent indifference to the continued appeal of this Department for important information. . . . is inexcusable."² This difficulty was alleviated a few years later when a law was passed by the legislature of Michigan making the submission of reports mandatory but still leaving the matter of accreditation to the University exclusively.³ Again in his report for the year 1880, the State Superintendent speaks enthusiastically of the relationship existing between the University and the secondary schools. He says the wisdom of this relationship has become more and more apparent with the progress of the University and proclaims the latter as one of the essential parts of the free school system of Michigan. Later in 1895, he says nothing should be done to disturb this relationship. These statements leave no room to doubt that from the beginning, the University of Michigan was looked upon as the agency for the accreditation of the schools in that state.

The teachers of the State of Michigan joined with the State Superintendent in acclaiming the merits of the accrediting system of the university. Not all educators of that day, however, looked with favor upon the Michigan scheme for accreditation. President Charles W. Elliot of Harvard University had this to say, "That the university should have been willing to try so unpromising an experiment proves that the lack of connection between the secondary

¹Fortieth Annual Report, State Supt. of Public Instruction, p. 11. Lansing: W. S. George and Co., 1877.

²Ibid., p. 1.

³Ibid., 1879, p. xlix.

and the higher instruction in Michigan must have been painfully felt."¹ History appears to bear out the conclusion that President Eliot either failed to sense the true meaning of the experiment or was speaking without full knowledge of the facts.

Little change occurred in the procedures for accreditation for an extended period of time. In 1887, the University of Michigan voted to affiliate some schools for a period of two or three years. Some revisions in entrance requirements were made in 1888. From 1871 to 1893, the approval of high schools was largely in the hands of the President of the University. At various times, schools were visited by faculty committees who made their reports directly to the President (the original records are in his handwriting).

The minutes of the faculty of the College of Literature, Science, and the Arts for March 6, 1893, exhibit the following statement:

At the suggestion of the President, inasmuch as the business of reporting schools has become quite burdensome, a committee was raised, as a standing committee to receive reports and to report their judgments to the faculty. The Chairman was given power to appoint such a committee.²

On March 20, 1893, the President announced he had appointed such a committee, and for six years this body functioned quite actively.

The next step was the appointment of an examiner who should devote the major portion of his time to the inspection of schools. This suggestion came from the faculty of the Department of Literature, Science, and the Arts on February 13, 1899, and was approved by the President. The regents approved the measure and appointed Allen S. Whitney to the position. So far as can be learned this was the first appointment by a university of a Special Examiner of High Schools.³

The records show that the years immediately following the appointment of a Special Examiner of High Schools were marked by a rapid growth in the number of approved schools. By September 1903, a total of 237 such schools had been reached.

The University of Michigan, during these years, made his-

¹University of Michigan, Bureau of Coöperation with Educational Institutions, p. 11. Ann Arbor: University of Michigan, 1937.

²Ibid., p. 14.

³Ibid.

tory in yet another respect. As early as 1884, the University decided to accept graduates from schools accredited by the University beyond state boundaries. Regarding this situation, President Angell offers some noteworthy comments in his report of September 30, 1885. A portion of his statement reads as follows:

It will be remembered that last year we decided to extend to schools outside of Michigan, on the same conditions as those imposed on Michigan schools, the privilege of sending students here to be received without examination. Schools in New York, Illinois, Minnesota, and California, have already availed themselves of the privilege.¹

Schools in these states had been inspected by University committees before being placed on the approved list. This action is important as a forerunner of regional accreditation of the type later to be set up in the mid-west by the North Central Association of Colleges and Secondary Schools.

Thus far, in this chapter, the concern has been with the evolution of a system of accrediting by a state university. Considerable space has been devoted to this example of university accreditation by reason of the significance attached to precedents established in the efforts of one institution to set up satisfactory working relationships with the high schools which served as feeders to the school of higher learning. The records appear to indicate that the University of Michigan was the first institution of its kind in the United States to accept students from approved schools without examination; that it was the first University to accredit schools beyond the boundaries of the state in which it was located; and that it was the first to appoint a "Special Examiner of High Schools." These are landmarks in the history of high-school accreditation which deserve more than passing notice, and their influence upon accrediting procedures to be adopted later in other states has been far-reaching. More specific information regarding exact standards set up for the approval of schools will be found in the tables which follow discussions of developments in other states of the Middle West.

Accreditation by a state high-school board.--This type of accreditation differs quite markedly from the plan developed by the University of Michigan. In the State of Minnesota, experiments were being conducted under the leadership of what was known

¹Ibid., p. 13.

as a State High School Board. This movement in that state was not without the sympathy and the coöperation of the State University, however. In the report of the President of the University for the year 1875, he speaks of the proposed plan as a means of supplying the "missing link" between the higher institution and the secondary schools of the state. He suggests further that the high schools establish courses of study adequate to prepare students for college, and that such courses be dropped from the preparatory work being offered in connection with the University.¹

On March 8, 1879, the Legislature of the State of Minnesota passed legislation providing for the organization of a State High School Board to be composed of the Superintendent of Public Instruction, the President of the University of Minnesota, Ex Officio, and one other person to be appointed by the Governor. The latter official was subject to removal by the Governor for cause.²

The High School Board was granted authority by law in 1881 to extend pecuniary aid to schools which offered preparatory training in "regular and orderly courses of instruction," embracing all the branches prescribed as pre-requisites for admission to the collegiate department of the University of Minnesota, not lower than the sub-freshman class. Schools receiving financial aid were expected to permit the members of the board to inspect classes pursuing the preparatory course and to abide by any "necessary and suitable rules and regulations relating to examinations, reports, and other proceedings established by law."³

In this law the force of authority, established later in many states, manifests itself in the tying together of pecuniary advantages and in the fulfillments of the requirements of certain prescribed rules and regulations. This practice has now become thoroughly rooted in state systems generally and even adopted in many instances by the federal government. It has its disadvantages

¹ Sixteenth Annual Report, Superintendent of Public Instruction, Minnesota, 1875, p. 44. St. Paul: Pioneer Press Company, 1876.

² Calendar, University of Minnesota, 1879-80, p. 111. Minneapolis: The University, 1880.

³ Ibid., p. 111.

and elements of merit but it is not the purpose of this study to enter into an extensive treatment of the topic.

The High School Board proceeded at once to adopt certain rules and regulations which all high schools were required to meet before state financial aid would be extended to them. They were required to submit examinations in such subjects as the High School Board might prescribe, and the following studies were named in the original prescriptions: orthography, reading, penmanship, arithmetic, English grammar, modern geography, and history of the United States.¹

The regulations provided that the examinations should be conducted by the principal of the school, or other person designated by the Board of Trustees or Board of Education. Uniform lists of questions and detailed instructions were to be furnished by the State High School Board. The regulations, also, provided that (1) the principal of the high school shall hold a certificate of the State High School Board; (2) all teachers shall be examined and qualified as required by the general statute; (3) the course of study of the high school shall include the studies prescribed by the State Board as necessary to a preparatory course for the State University; (4) classes completing studies of the prescribed course shall pass final examinations on questions prepared by the State Board; (5) term reports of conditions and progress shall be made by the principal to the State Board; (6) a Visitor appointed by the State Board shall make written report to the Board on the conditions of the schools as to organization, discipline, instruction, apparatus, and library; (7) at the close of the year, the State Board will examine the record of each school in respect to term reports, work done, examinations taken and passed, and the report of the Visitor.² It is apparent that the State High School Board of Minnesota had entered quite deeply into the subject of standards for the accreditation of high schools, even at this early date.

The Calendar of the University for the year 1885-86 stated that graduates of St. Paul and Minneapolis High Schools would be

¹Ibid.

²Third Biennial Report, State Superintendent of Public Instruction, Minnesota, 1883-84, pp. 27-28. St. Paul: The Pioneer Press Company, 1884.

admitted to the Freshman class of the University without examination upon presentation of diplomas, and at the same time, an important announcement was made which read as follows: "During the coming year, the High School Board will inspect and classify all the schools under its supervision, and after the year 1886 graduates of high schools of the first rank will be admitted to the Freshman class without examination upon presentation of diplomas."¹

The years 1885 and 1886 are significant for the State of Minnesota in that they mark the beginning of an organized system of classification and accreditation of secondary schools under the direction of a State High School Board. The High School Board provided for three classes of high schools; this classification would hold for a period of three years. High schools of the first class were required to meet the following conditions: (1) Underlying elementary grades were to be thoroughly organized and were expected to follow the course of study for "Graded Schools" prescribed by the secretary of the State Board. (2) The high school was to be provided with apparatus for instruction in chemistry and physics, and with a library of general reading material in history, biography, and literature. (3) Courses of study were to be "pursued continuously" in all years, promotion records correctly kept, and pupils graduated only upon the full completion of all courses prescribed. (4) The specified length of the school year was nine months. Second-class high schools were designated as those which were not fully organized and not quite up to the standards of the first class schools. The third class schools included those still in the experimental stage with imperfect supervision, insufficient salaries, and with frequent turnover in teaching personnel.² The standards for classification laid down by the High School Board are of special interest since they represent one of the earliest attempts at the classification of high schools. The calendar for 1886-87 adds the Minneapolis Academy, Duluth, Hastings, Lake City, and Mankato to the list of schools inspected by the High School Board and recognized as belonging to the first rank. Grad-

¹Calendar, University of Minnesota, 1885-86, p. 36. Minneapolis: The University, 1886.

²Fourth Biennial Report, Superintendent of Public Instruction, Minnesota, 1885-86, pp. 15-16. St. Paul: The Pioneer Press Company, 1886.

uates of these schools were to be admitted without examination, upon the presentation of diplomas.

The University of Minnesota, on April 7, 1887, voted to respect certificates from schools outside of the State of Minnesota which had been accredited by their own state universities.¹ This policy was in line with a practice established earlier by the University of Michigan and indicates the spread of the certifying system.

Some dissatisfaction was expressed regarding the preparation of students admitted by diploma in 1893. The University in that year complained that students had sometimes omitted important subjects required for admission and substituted others.² In order to remedy this "evil," principals were requested thereafter to submit, in each case, a certified list of studies actually completed by the applicant for admission. The University promised to accept diplomas insofar as they represented the completion of subjects required by the University in its preparatory work. Any subjects omitted should be made up notwithstanding the diploma. In this action, calling for certified lists of subjects, the University of Minnesota embarked upon a program of certification which in its essential elements is in use today by practically all universities in this country. An inspector of high schools was elected in 1893 to serve under the direction of the High School Board. During the year 1894, the number of recognized high schools reached 85, as against 72 for the preceding year.

The high schools in Minnesota which were accredited by the High School Board received certain apportionments of state funds. Certain high schools, not wishing to comply with all provisions of the law, were not subject to the regulations of the High School Board and did not participate in the advantages which recognized schools enjoyed with respect to admission to the University. In 1899, the University made provision for the accreditation of these independent schools. A standing committee of the faculty was appointed to inspect all academies and high schools not under the supervision of the State High School Board, and graduates of such

¹Henderson, op. cit., p. 64.

²Catalog, University of Minnesota, 1893-94, p. 68. Minneapolis: The University, 1893.

schools as were approved by this committee, were to be admitted to the University on presenting, in proper form, a principal's certificate covering all the required work in the respective courses.¹

Near the turn of the century a few changes occurred in the relationships between the University of Minnesota and the high schools of that and other states. These should be noted in any attempt to give a complete picture of the evolution of the accrediting system in Minnesota. The University of Minnesota in 1898 took action which laid the basis for a plan of admission which is practiced quite widely today. It decided to require eight credits in the form of certificates of the High School Board, and the remainder of the credits were to be certified directly by the high schools.² Most universities today lay down regulations with regard to a certain number of units in their admission scheme and then offer to accept other units honored by high schools themselves in satisfaction of graduation requirements. Broad liberties are allowed by many universities in the selection of the subjects which are not directly prescribed.

Mention has been made earlier of some dissatisfaction at the University of Minnesota with regard to the preparation of students admitted by certificates from high schools. This feeling was manifested in a movement started in 1901 which would require all applicants to be examined in English. Three years later this suggestion was adopted and made a requirement for entrance to the University.³

The examinations in English, however, did not seem to satisfy entirely the unrest concerning the lack of adequate preparation on the part of students entering the University; therefore, in 1907, the faculty expressed itself in favor of having some examinations for admission. In May 1907, a plan was agreed upon which would require more definite information concerning subjects offered in schools and the ability and preparation of applicants. On June 8th of the same year, it was voted that prin-

¹Ibid., 1899-1900, p. 50.

²Henderson, op. cit., p. 74.

³Ibid., pp. 76, 77.

colleges should be notified when students from their respective schools received conditions at the university. Principals were requested, after March, 1908, to divide their graduates into three groups according to proficiency. These groups were to be designated as follows: "Pass," "Pass with credit," and "Pass with honor." Only students belonging in the two highest classes were to be accepted without examination. Later it was decided to send a list of those students, dropped for failure to carry their subjects satisfactorily, to the state inspector of high schools and to the principals of the accredited schools.¹ These plans, adopted by the University of Minnesota in 1907 and the following year, are being followed in modified form by many colleges and universities today. In one fundamental respect, the plan adopted in Minnesota at this early date differs from practices of the present day. The scheme, just described, proposed to give general publicity to failures by sending complete lists containing the names of all such students to the heads of high schools. Common practice today treats these matters more confidentially; while schools receive notices of the success or failure of their respective graduates who have entered college, each school receives specific information concerning the progress of its own graduates, only. The idea of throwing responsibility back upon the high schools for the success or failure of their graduates is given wide acceptance today, and in this respect the policy inaugurated by the University of Minnesota in 1908 pointed the way for many other institutions.

Two types of accrediting procedures have been considered in some detail. The first one--that of the University of Michigan--represented accreditation as practiced in a state where the University was the sole agency for the formulation of standards; the second type operated under a form of organization known as a State High School Board. This board was set up in the State of Minnesota and constituted the only body in that state with authority to classify and determine standards for the accreditation of high schools. The University exercised certain powers with regard to admission requirements but at the same time accepted the list of schools, certified by the State High School Board, as the approved group from which graduates would be accepted, upon presentation

¹Ibid., pp. 78, 79

of diplomas.

Attention is now turned to a third type of accreditation. In Indiana, there had developed a program in many respects different from either of the two already described. In this state, the legal machinery became a State Board of Education. The present purpose is to examine the origin of this type of procedure in Indiana and to trace its development throughout the period covered in this phase of our investigation.

Accreditation by a state board of education.-- It is necessary to go back to the year 1873 to find the beginning of the system of accreditation established by the State Board of Education of Indiana. This Board, at first political, was changed in 1865 to an educational body composed of the Governor, Superintendent of Public Instruction, President of Indiana University, and the superintendents of the three largest cities in the state. State teachers' associations and various educational bodies in the state, prior to 1873, had been advocating closer relationships between the University and the high schools of the state. On April 9, 1873, a committee of the State Board of Education presented a resolution recommending to the University authorities that they admit students to the first and second years on certificate.¹ This resolution, for some unexplained reason, was tabled. Agitation for action on this subject continued, however, and in July, 1873, the Board of Trustees of Indiana University adopted the following resolution: "In order to bring the University into closer connection with the high schools of the state, we recommend the following plan: A certificate from certain high schools (to be named hereafter by the State Board of Education) of a satisfactory examination sustained in the preparatory course, will entitle the bearer to admission to the freshman class."² The following August, the State Board addressed a circular letter to the presidents of school boards and the superintendents of schools with a view to determining how many and what high schools were qualified to perform the work of the preparatory department of the University. Superintendents of certain schools were then empowered to examine students and ascertain

¹Ibid., p. 53.

²Thirty-Second Report (Twelfth Biennial Report) of the Superintendent of Public Instruction, Indiana, 1893-94, p. 108. Indianapolis: Wm. B. Burford Press, 1884.

their fitness to enter the University. Such schools were thereafter known as Commissioned High Schools and this list represented the first schools participating in any form of accreditation, as the term is used today, in the state of Indiana.¹

These high schools were commissioned to prepare students to pass examinations in reading, writing, orthography, geography, English grammar, word analysis, United States history, physiology, arithmetic, algebra, geometry, and Latin.²

Surprising as it may seem, commissions were issued to superintendents, personally, and a change in superintendents automatically terminated the relationship which the school had enjoyed. When the administrative head of an institution changed, it was necessary to re-examine it in the light of any variations in procedures which a new administration might put into practice.

The State Superintendent warmly praised the accomplishments of the first decade of accreditation in his annual report for 1884. He said in part that "the good results of the plan have been manifest and manifold," and further stated that the program had brought about a general elevation of the standard of high school work. Among these improvements, he mentioned a noticeable tendency toward uniformity in the courses of study. There were 38 commissioned high schools in Indiana in 1884, and this number reached 83, in 1886. The commissions issued to these high schools authorized superintendents to certify students for admission to Indiana University, Purdue University, and the State Normal School, in accordance with the admission requirements of such institutions.

It soon became evident that, in order to systematize and standardize schools properly, some plan for visitation and inspection was necessary. Accordingly, in 1888, the State Superintendent initiated a movement in this direction and stressed in his annual report for that year the need of authority to carry out a program of this character. The State Board, on October 22, 1888, issued the following mandate: "It is ordered that hereafter no high-school commission be granted except on a favorable report in writing, to be made to the State Board of Education, by some member of the State Board, who shall visit the high school in question as a commissioner of the State Board for that purpose."³ It was further directed

¹Ibid., p. 108.

²Ibid., 1884, p. 109.

³Thirty-sixth Report (Fourteenth Biennial Report) State

that all high schools on the commissioned list at that time be visited, and that modifications be made in the list in accordance with reports covering such visitations. Should changes in superintendents take place, the commissions of the schools affected would remain in force until the institutions could be visited. The Board then assigned to its members, for purposes of inspection, the various congressional districts of the state.

Certain changes in standards to be met appeared in 1888. The requirements in reading, writing, and orthography, had been dropped. Added to the list were general history and English Literature.

The State Superintendent's report for the year 1891 outlines additional requirements to be met by commissioned high schools. They read as follows: (1) the character of the work must be satisfactory; (2) the high-school course must be not less than 27 months in length; (3) there must be at least two teachers engaged in high-school work; (4) the course of study must be a fair equivalent of the one suggested by the State Board.¹ In these prescriptions attention is given to the length of the school year and the minimum number of teachers for an approved high school. Most accrediting organizations at the present time maintain standards of this nature on a somewhat higher basis.

A study of these early attempts at accreditation of high schools furnished a revealing picture of the slow evolution of the rules and regulations which characterize present day standards. Each prescription appeared at its appointed time as an outgrowth of social factors, perhaps; often as a result of efforts to raise high schools to a higher level, in order that they might keep pace with advancing times and the onward march of progress; and in other cases, as a sequence in attempts to grope with new problems for which previous experiences offered no solution.

The State Board continued to make changes, from time to time, in the standards which commissioned high schools were expected to meet. Arithmetic did not appear in the list of required subjects

Superintendent of Public Instruction, Indiana, 1887-88, p. 83.
Indianapolis: Wm. B. Burford Press, 1888.

¹Thirty-ninth Report (Sixteenth Biennial Report) of the State Superintendent of Public Instruction, Indiana, p. 42. Indianapolis: Wm. B. Burford Press, 1893.

outlined in the manual for 1896; grammar, United States history, physiology, rhetoric, and physical geography disappeared at the same time. The suggestion occurs that these subjects were being dropped because they were sufficiently covered in the program of the elementary schools. It might be stated in this connection that the literature reveals that throughout these years subjects were being steadily crowded downward from the college to the high schools, and in many instances to the elementary school level. This tendency was most pronounced during the period under study, viz., 1870 to 1910.

In 1898, the State Board, in November, made a number of changes in standards. Course requirements were stated in terms of years. For example, three years of mathematics were required, three years of composition and literature, three years of Latin, one year of laboratory science, one year in general history, and five years chosen from the following: history, one year; science, one or more; Latin, one year; mathematics or English, one year; and mental and moral science, one year.¹

The State Board made further changes in standards in July, 1902. The Latin requirement was changed to read "three years of language work." The history prescription was raised from one to three years; the English, from three to four years; the science, from one to two years. Schools were required to maintain instruction for thirty-two months; they were told that students should pursue fewer subjects for longer periods--thus introducing the idea of logical sequence of subjects. Other regulations issued at this time may be stated as follows: (1) schools must maintain adequate library facilities to meet all demands for reference work; (2) laboratories must be provided equipped to do all the necessary work of the sciences; (3) students were not to be admitted to high school unless they had completed all the work of the elementary grades; (4) high-school buildings must be kept clean, with sanitary appliances adequate; (5) beginning with the school year 1903, each high school must have in its faculty at least one graduate from an acceptable normal school, college, or university.

In this announcement of standards many new factors appear.

¹Twentieth Biennial Report, State Superintendent of Public Instruction, Indiana, p. 109. Indianapolis: Wm. B. Burford Press, 1901.

There was a tendency to raise the amount of time to be spent on a single subject; the length of the school year was increased; a logical sequence of studies was encouraged; library and laboratory facilities gained special mention; admission requirements were given attention; sanitary conditions were stressed; and qualifications of at least one teacher were made mandatory. All of these requisites are commonplace today but at the turn of the century they represented explorations into new fields of thought and action.

During the years 1903 to 1910, changes in standards were not numerous. The year 1911 brought a new statement of conditions for accreditation. The Board of Education, in that year, announced a list of required subjects with the provision that local communities might add to the list, subject to the approval of the State Board.¹ The list of required subjects were commercial arithmetic, algebra, geometry, United States history, ancient, mediaeval or modern history, commercial or physical geography, English composition, rhetoric, literature both American and English, Latin or German, biology, physics or chemistry, civil government, drawing, and music. The State Board further authorized the introduction of agriculture, manual training, sewing, cooking, and domestic science. Previous requirements regarding equipment, buildings, library and laboratory equipment were reiterated. Instruction and teaching personnel should be improved, with at least two teachers devoting full time to high school work. Again it is stated that one or more teachers must be college graduates.

In this latest pronouncement of the State Board, an effort was made to adjust the curriculum to the needs of the community in which the school was located. Provision for the introduction of agriculture, manual training, sewing and cooking, as well as music and drawing, signals a breaking away from the traditional idea that high schools are set up for the purpose of preparing young people exclusively for college. As early as 1905, the State Superintendent, Mr. Fassett A. Cotton, had said in his annual report that (1) the high school should be made a finishing school instead of a preparatory school for college; (2) preparation for college should be an incidental work; (3) only one per cent of our

¹Twenty-fifth Biennial Report, Department of Public Instruction, Indiana, p. 203. Indianapolis: Wm. B. Burford Press, 1911.

pupils complete college courses, while a large majority go to work before finishing the high school."¹ It took some time for this pronouncement of the State Superintendent to find reflection in the curriculums of the high school, but by 1911, it was taking shape in quite definite form as more and more social factors exerted their inevitable influence in formulating the policies of this country's public school system.

Attention is now directed to a fourth type of accreditation which did not play a prominent part in the early history of this movement but which has grown in importance with each passing year. Only one example of this type of agency is found in the twenty states under study prior to 1910--that of North Dakota. This fourth type places the control of high schools and the matter of certification entirely within the state department; it breaks the official connection between high schools and the university, placing the control of admissions outside the limits of college authorities.

Accreditation by a state department.--North Dakota entered statehood on November 2, 1889. When admitted to the union, the Territorial Board of Education was abolished and all powers and duties previously conferred upon the Territorial Board were transferred to the office of the State Superintendent of Public Instruction who had assumed the duties of his office on November 4, 1889.²

The school laws of 1890-91 provided for a plan of supervision which began with the state department and extended down through the entire public school system of the state. In the language of the State Superintendent himself, "There is not a break anywhere from the school house and the classroom to the State Superintendent who directs the whole machinery."³

Courses of study immediately set up, provided for three years of instruction which were expected to "connect" the common and graded schools with the State University and the professional

¹Twenty-Second Biennial Report, State Superintendent of Public Instruction, Indiana, 1903-04, p. 51. Indianapolis: Wm. B. Burford Press, 1905.

²First Biennial Report, State Superintendent of Public Instruction, North Dakota, 1889-90, p. 9. Bismark: Tribune State Printers, 1892.

³Second Biennial Report, State Superintendent of Public Instruction, North Dakota, 1890-91, p. 9. Bismark: Tribune State Printers, 1892.

departments of the State Normal Schools. First, second, and third grade high schools were provided for, depending upon the amount of work each was expected to cover. First-grade high schools were those which offered instruction, according to a pattern already laid down, for three years; second-grade schools functioned in this manner for two years; and third-grade schools were responsible for one year of work only. Graduates from high schools of the first grade were entitled to enter the State University, or the junior year of the professional department of the normal schools in the state, without further examination.

Two parallel courses of study were prepared for all high schools both leading to higher institutions. The idea that some students attending high school might not wish to continue their education further apparently was not ready for recognition at that time. These two courses were designated as the classical course and the English and scientific course. The subjects to be offered in the classical course of the high schools of the first grade were arithmetic, physiology, Latin (3 years), algebra, plane geometry, English, rhetoric, history of Greece and Rome, general history and physics. The English and scientific course omitted the three years of Latin and added bookkeeping, physical geography, civics, astronomy, botany and solid and spherical geometry.¹

The legislature of North Dakota in 1895 provided for a High School Board of which the State Superintendent was official secretary. At the same time the legislature provided for a classified list of State High Schools based upon inspections by the staff of the State Superintendent. The State Board was authorized to make rules and regulations for determining the classifications of the various high schools in addition to course of study requirements. Standards which became effective within a short time after the passage of this act concerned themselves with size of classrooms, furnishings, laboratory and library facilities, length of school term, qualifications of the superintendent, and minimum enrollments.² Drawing, commercial law, chemistry, political economy, and civil government appeared in the list of subjects to be taught

¹Ibid., p. 203.

²Fourth Biennial Report, State Superintendent of Public Instruction, North Dakota, 1894-95, pp. 170-73. Jamestown: Alert State Printers, 1896.

in first-grade high schools in 1896.

The Fifth Biennial Report issued by the State Superintendent under date of June 30, 1898, carries the following announcement: "All schools desiring to be classified as State High Schools will hereafter be required to take examinations offered twice each year by the State High School Examiner, exceptions being made in certain subjects in the case of high schools of the first class." Additional standards put in force at this time had to do with the number of units required for graduation. Schools of the first, second, and third class were expected to require for graduation thirty-six, twenty-seven, and eighteen units respectively. The High School Examiner in his report for 1898, listed seven high schools of the first class, seven of the second class, and seven of the third class. High schools of the first class were required to maintain four-year programs; duration had been extended one year in the case of the second and third class schools. Each passing year witnessed an increase in the number of accredited high schools. The total of all reached the figure thirty in the year 1903. In 1906, there were thirty-one high schools of the first class with four-year courses and fifteen of the second class with three-year courses.

The first decade of the new century did not witness many additions to the standards for the accreditation of high schools in North Dakota. There appears, however, a definite effort to strengthen standards already established. Much emphasis was placed upon building facilities and equipment of laboratories and libraries. Schools were encouraged to provide assembly halls, gymnasiums, and improved methods of ventilation. Commercial and industrial courses were encouraged and one can detect much more emphasis in this direction than can be found during this period in state systems dominated by the university.

Under the guidance of the State Department during these years the curriculums of many of the schools in this state were enlarged by the addition of courses in sewing, cooking, mechanical and freehand drawing, metal working, wood turning, music, agriculture, shorthand, and typing.

Naturally, state universities were more interested in satisfying college admission requirements than in giving the young people of that day a secondary school preparation which would equip them for life outside the schools. Thus, while under systems dominated by state departments of education a severance of direct connections

between high schools and the university is found, the loss in one direction is compensated for in part at least, by a type of leadership willing to emphasize and encourage a broader and more liberal type of education than the college preparatory school affords.

Four agencies of accreditation, viz., the State University, the State High School Board, the State Board of Education, and the State Department of Education have been considered. There remains one other type which functioned in the Middle West during this period. This last example of accreditation may be termed the Dual Type, participated in by State Departments of Education and State Universities. There were six examples of this type in the territory within the limits of this investigation prior to 1910. These examples are found in the states of Missouri, Ohio, West Virginia, Wisconsin, South Dakota, and Nebraska. Still other states have adopted this plan since 1910. In situations of this character, there are frequently two sets of inspectors, one for the state department and another for the university. In some cases, the inspectors exchange reports and in other cases they work independently. The state of Ohio has been selected for an analysis of this type of accreditation.

The dual type of accreditation.--Accreditation by the Ohio State University preceded by many years any action of this character by the State Department. The Annual Report of the Board of Trustees of the State University for the year 1880 announces that graduates of certain high schools which furnish satisfactory evidence to the faculty of the efficiency of their courses of study will, on presentation of their diplomas, be admitted to the freshman class, in any course of study for which their previous high school work shall have fitted them.¹ The policy of this University was unique in one respect--the population of towns was a factor which entered into accreditation. Originally, this privilege was limited to towns with a population of five thousand or more. Later, recognition was given to a town having less than five thousand inhabitants if, after a visit from the faculty, the school applying received a favorable report upon its instruction and course of study.

¹Tenth Annual Report, Board of Trustees, Ohio State University, 1880, p. 67. Columbus: G. J. Brand and Company, 1881.

²Catalog, Ohio State University, 1887-88, p. 51. Columbus: Ohio State University, 1887.

In the early history of accreditation, in most states, much stress was laid upon courses of study by universities, particular attention being given to the question whether or not subjects offered correspond to college entrance requirements.

Standards governing the approval of schools were very closely linked, therefore, to regulations governing admission. For example, in 1894-95, admission to the "course in arts" at Ohio State University, presupposed high-school preparation in grammar, geography, arithmetic, English, history, civil government, algebra, geometry, trigonometry, botany, physiology, geology, astronomy, physical geography, physics, and Latin. Students not having had previous preparation in any of these subjects were admitted subject to condition in those fields where deficiencies existed.¹ Gradually schools were asked to comply with other standards. In 1902, certificates must not only state in detail the subjects pursued; they must indicate textbooks used, the amount of work done in each study, the amount of time devoted to it, and marks received. The quality of schools entered into the situation at this time. The faculty was permitted to exempt students from conditions who came from schools known to be exceptionally well qualified.² The machinery provided for judging the merits of a school applying for accreditation was unique. One or two members of the faculty designated as inspectors by the President, after a careful examination of a school, reported their findings to four professors, annually elected by the faculty, who constituted a standing committee to consider whether the graduates of schools should be admitted to the University free of examination. Schools could not remain on the accredited list for more than three years without re-examination. Provision was made for striking the name of a school from the accredited list when its graduates failed to measure up to expectations.³

For a number of years following the announcement of the program described above, little change occurred in the policies governing the approval of schools. Catalogues issued from year

¹Catalog, Ohio State University, 1894-95, p. 35. Columbus: Ohio State University, 1894.

²Thirty-second Annual Report, Board of Trustees, Ohio State University, Part II, 1901-02, p. 63. Columbus: University Press, 1902.

³Ibid., p. 64.

to year mention essentially the same standards which high schools seeking accreditation must meet. The catalogues for 1910 carry the following announcement: "recognized schools are those three or four-year secondary schools which have been found by inspection to be capable of satisfactorily preparing students in at least twelve units of the requirements for admission"¹-thus, introducing number of units as one of the criteria for evaluating the merits of a school.

Thus far one branch of the dual accrediting system in practice in Ohio prior to 1910 has been considered. There remains to be considered the part which the State Department assumed in the scheme of accreditation during this period. As stated previously, the State Department entered into the picture much later than the State University. As early as 1875, the State Commissioner of Common Schools, complained about the condition of the schools of the state and advocated that he be provided with the means to visit annually the representative schools in each county in order that he might form "correct conclusions as to the character, capabilities and efficiency of the teachers of the common schools."² Again, in 1885, the same official said: "It is unfortunate that Ohio is without a State Board of Education with authority to decide what is a high school."³ Three years later, he advocated a system of inspection and supervision out of which might be expected to develop the movements essential to the improvement of the educational system.

The documents issued from the State Department year after year offer similar complaints and suggest the same remedies. In 1898, the Commissioner asserted, "The Ohio system is a diffusive system; it lacks cohesiveness and permits board of education without experience to do as they please in the selection of teachers, without any professional training."⁴

¹Catalog, Ohio State University, 1909-10, p. 126. Columbus: University Printers, 1910.

²Twenty-third Annual Report, Ohio State Commissioner, 1875-76, p. 60. Columbus: Nevins and Myers, 1877.

³Thirty-second Annual Report, Ohio State Commissioner, 1885 p. 5. Columbus: Myers Brothers, 1886.

⁴Forty-fifth Annual Report, Ohio State Commissioner, 1898, p. 9. Columbus: J. L. Tranger, 1899.

The first step in the direction advocated by the state office took place in 1902 with the passage of a school law, Section 4007-6, which empowered the State Commissioner of Common Schools to require clerks of boards of education to furnish the state office with definite information concerning the length of time necessary for the completion of the high-school curriculum, the courses offered and such other information as the state office might require. Authority was granted the State Commissioner to withhold approval of schools whose curriculums failed to reach certain prescribed standards and to set up grades of schools which would reveal the precise standings of various institutions.¹ The passage of this law represents the beginning of accreditation of high schools by the State Department in Ohio. Legal status was now given to a movement which had been urged repeatedly for many years.

The school law of 1902 was known as the Brumbaugh Law. It defined a high school as one of higher grade than the elementary school which offered instruction in history of the United States, composition, rhetoric, English and American literature, algebra and geometry, natural science, political or mental sciences, foreign language, commercial branches, and such other subjects of higher grade than those taught in the elementary schools.²

Schools were immediately grouped into three classes. The first grade schools were those which offered courses of study covering a period of not less than four years of thirty-two weeks each, and which required for graduation the completion of sixteen courses. The standards for second and third grade schools were similar in character to those set up for schools of the first class--the number of required courses being reduced to twelve and eight, respectively. Third grade schools were permitted to remain open for a minimum period of twenty-eight weeks.³

The path leading to a complete set of standards for accreditation followed the usual pattern in this instance. Beginning with a simple scheme for classifying high schools, the plan soon encompassed many different types of criteria which schools were expected to meet. In 1903, the State Commissioner included in his standards

¹Forty-ninth Annual Report, Ohio State Commissioner, 1902, p. 420. Springfield: The Springfield Publishing Company, 1903.

²Ibid., pp. 9, 10.

³Ibid., p. 10.

certain regulations concerning building and grounds, libraries, laboratories, recitation rooms, the length of recitation periods, the number of recitation periods per week, training of teachers, and number of teachers. In this same year, there were added to the list of required subjects for first grade high schools ancient and modern history, civil government, general history, arithmetic, trigonometry, and advanced reviews of the common branches. In addition, minimum prescriptions for the amount of materials to be covered in many of the subjects were specified. The classifications in 1904 showed 254 high schools of the first grade, 255 of the second, and 356 belonging to the third grade. In the same year, the State Commissioner recommended that there be connected with the State Department of Education a competent high school inspector for the reason that many of the reports being sent to his office represented conditions materially different from situations which actually existed in the schools. The need for the appointment of a high-school inspector is again urged in the Commissioner's report for 1905. The problem is stated in the following manner:

This work can never be satisfactorily done until there is a personal inspector of high schools connected with this department. Through such an assistant it would be possible to learn to what extent the course of study as reported is being carried out--to ascertain how many teachers are really employed in high school work, the quality of the teaching force, and the character of the work done--to find out the real value of the apparatus, the worth of the library, the discipline of the school and the spirit of the community.¹

The importance of the classification of schools by the State Department becomes more apparent when one notes that section 4007-5 of the Brumbaugh Law states, among other things, that any holder of a diploma from a high school of the first grade shall be entitled to a certificate of admission, without examination, to any college of law, medicine, dentistry, or pharmacy in the State of Ohio, when the holder thereof shall have completed such courses in science and language as shall be prescribed by the legally constituted authority regulating the entrance requirements of said college.² This section of the law designates the State Department

¹ Fifty-second Annual Report, Ohio State Commissioner, 1905, p. 20. Springfield: The Springfield Publishing Co., 1906.

² Fifty-third Annual Report, Ohio State Commissioner, 1906, p. 27. Springfield: The Springfield Publishing Company, 1907.

as the legal authority for the accreditation of high schools and in a sense obligates the colleges of the state to accept graduates of high schools of the first grade, subject to conditions, without examination. It very clearly invades the province of certain functions which had heretofore been performed by the State University with important implications which will be brought out in a later phase of this study.

After repeated urgings on the part of the State Commissioner, authority was finally granted by legislative action for the appointment of two high school inspectors. Mr. J. H. Snyder, the first inspector, assumed the duties of his office on April 5, 1909, and Mr. S. K. Mardis joined the staff on April 5, 1909. In his annual report under date of December 6, 1909, the Commissioner extended high praise to the work of these inspectors. He said their purpose was not only to ascertain whether schools were measuring up to standards required by law--but also to encourage and stimulate boards of education, superintendents, and teachers to improve the equipment in the schools by the addition of more teachers and better library and laboratory equipment.

The year 1910, the extent of this phase of our study, finds the State Department of Ohio in command of all necessary machinery for the accreditation of high schools. The pathway to this goal had been difficult and at times discouraging. Each step was attained only after years of patient and earnest struggle on the part of the officials who had held the office of Commissioner of Common Schools. The early history of accreditation in this state distinctly reveals the State University in the ascendancy. A less dynamic leadership in the State Department might have been content to permit this role to remain with the University as was the case in other states. The trend of events pointed in the other direction, however, with the results which have been disclosed.

Mention has been made earlier of five other states which have followed similar patterns in working out the problem of accreditation--that is, the pattern which has been designated as the Dual Control Type. These states are Missouri, Wisconsin, West Virginia, South Dakota, and Nebraska. The case of West Virginia deserves some special mention in this connection since there were certain features of the plan in use there which more nearly resembled joint control. At the close of this period under study, inspection of high schools in West Virginia was performed for the

State Department by a Professor of Secondary Education from the University faculty.¹ The inspector made two reports--one for the State Superintendent and another for the University. On the other hand, a committee from the faculty had full control over all matters pertaining to the accredited schools. Thus, it is seen that a system of joint control prevailed in this state which was different in some respects from the practices followed in the other states under study.

The origin and development of five different schemes for the accreditation of secondary schools which arose prior to 1910 in the states falling within the scope of this investigation have been examined. They have been classified into five types as follows:

- Type I. Accreditation by a state university
- Type II. Accreditation by a state high school board
- Type III. Accreditation by a state board of education
- Type IV. Accreditation by a state department of education
- Type V. Accreditation by a dual arrangement, participated in by the state university and the state department of education

The States of Michigan, Minnesota, Indiana, North Dakota, and Ohio have been chosen for intensive study as good and representative examples of the various types of accreditation. Space will not permit consideration in such detail the evolution of the programs in use in each of the fifteen states which joined the North Central Association during this period. It is believed appropriate, however, to mention and describe briefly the agencies for accreditation which had developed in these states by the year 1910, which marks the close of this phase of our study.

Illinois.--Accreditation in Illinois began with the State University as early as 1875. In that year, the trustees authorized the faculty to designate one or more high schools in each county of the state, of sufficiently high grade, whose certificate of examination, in the branches required of candidates for the University, should be received in lieu of the usual examination of the University.² The principals in the schools which were placed on the approved list were authorized to prepare questions and submit exam-

¹Catalogue, University of West Virginia, 1909-10, p. 32.
Morgantown: The University, 1910.

²Eighth Report, Board of Trustees, Illinois Industrial University, 1876, p. 71. Springfield: D. W. Lusk, State Printers, 1877.

inations to any students interested in attending the University. The faculty was further authorized to make personal inspections of high schools and to prepare an accredited list of high schools. This system of inspection and accreditation, arising at this early date in Illinois, was sponsored entirely by the State University. The University remained the sole agency for accreditation during the entire period covered in this phase of our study, which closes with the year 1910. Mention has been made earlier of a controversy between the high school visitor and the State Superintendent of Public Instruction in Illinois regarding authority in matters of accreditation. This controversy was at its height in 1911 and provided the groundwork for a dual system of accreditation in this state. No further consideration will be given to this situation, however, at the present time.

Iowa.--The first noteworthy movement in the direction of accreditation in the State of Iowa occurred in April, 1890, when a group of city superintendents and principals presented a petition to the Board of Regents of the State University beseeching that body "to take such action as will bring the University and the high schools of the state into more intimate relations."¹ The superintendents and principals recognized the University as the culmination of the public school system and maintained that such action would be a stimulus to pupils toward higher education.

In March, 1891, the Board of Regents adopted a scheme for the classification of high schools and for the admission of students to the University from such high schools as were placed on the accredited list. The plan presupposed the inspection of these institutions by a committee from the faculty of the University.²

During the early years of accreditation in Iowa, the standards for recognition concerned themselves mostly with courses of study and matters relating to college entrance requirements. In 1900, regulations governing accreditation were stated in more definite terms. Schools seeking accreditation were then required to meet the following conditions: (1) the course of study must not be less than four years of thirty-six weeks each in length, follow-

¹Biennial Report, Superintendent of Public Instruction, Iowa, 1891, p. 31. Des Moines: G. H. Ragsdale State Printers, 1891.

²Ibid., pp. 31-33.

ing an elementary course of no less than eight years of thirty-six weeks each in length; (2) the course of study must require of each pupil not more than four recitations daily; (3) the entire time of at least three teachers must be given to instruction in high-school branches; (4) the quality of instruction given and textbooks used must be approved by a faculty committee; (5) teachers of science must demonstrate their ability to do successful laboratory work; (6) schools seeking credit in history and English must give evidence of special library facilities for teaching these subjects.¹

The State University continued to be the accrediting agency in Iowa during the period under immediate investigation. Rumblings of discontent were beginning to appear in the office of the State Superintendent, however, which were destined in a short time to affect the policies of the University. A discussion of the changes resulting will be presented in a later chapter.

Nebraska.--The University of Nebraska had established a list of accredited high schools as early as 1884.² Students holding diplomas from high schools at Beatrice, Hastings, Lincoln, Nebraska City, and Plattsmouth were permitted to enter the freshman class of the University without examination. In order to be accredited at that time, it was necessary for an institution to adopt a course of study meeting certain specifications and to obtain the approval of the work being done by a committee from the University faculty. Schools were given ranks, "A", "B", or "C," depending upon the degree in which college admission requirements were being met. By 1902, standards for accreditation had broadened considerably.³ Schools were then required to maintain courses of not less than three full years in length above the eighth grade, cover at least twenty points of the University entrance requirements, and employ at least two teachers. In addition, the superintendent, principal, and assistants were expected to be college graduates; working libraries were to be maintained; laboratories were required to be adequately equipped; and all reports expected

¹Iowa School Report, Department of Public Instruction, 1900-01, p. 260. Des Moines: 1901.

²Catalogue, University of Nebraska and Register, 1884-85, p. 29. Lincoln: University, 1885.

³Nebraska High School Manual, 1902, p. 12. Lincoln: The University Press, 1902.

by the University were to be made out promptly and carefully.

A complication arose in the accrediting scheme in Nebraska through an act of the legislature which became effective in August, 1895.¹ This law was entitled "an act to Provide Free Attendance at Public High Schools." In order to carry the provisions of this act into effect, the State Superintendent was authorized to classify high schools and in a sense set up a list of accredited institutions. There soon arose two accredited lists or two systems of classification--one under the University and the other under the State Department. These two lists were consolidated during the year 1896-97, and a single form of report was required. A system of accrediting similar to that used by the University up to this time was adopted by both agencies.

In 1899, the Nebraska High School Manual, setting forth the standards and conditions for accreditation, appeared under the joint authorship of the University of Nebraska and the Nebraska State Department of Education.² The work of inspection, formerly done by members of the faculty, was placed in the hands of an inspector in 1897.³ This arrangement appeared to be quite satisfactory to the faculty as it felt it had neither the time nor the desire to perform this service. It seemed, too, that some friction was developing between the public schools and the University over policies in connection with inspections which were being made.⁴ The inspector, appointed in 1897, for many years made his reports to the Chancellor and Board of Regents of the University of Nebraska and to the State Superintendent of Public Instruction.

The Free High School Act of 1907 placed certain responsibilities upon the State Department in matters of accreditation which were outside the jurisdiction of the University. The duty devolved upon the State Department to organize a list of approved

¹Biennial Report, Superintendent of Public Instruction, Nebraska, 1895-96, p. 107. Lincoln: State Journal Company, 1896.

²Sixteenth Biennial Report of the State Superintendent of Public Instruction, Nebraska, 1899-1900, p. 213. Lincoln: State Journal Company, 1901.

³Eighteenth Biennial Report of the State Superintendent of Public Instruction, Nebraska, 1904, p. 503. York: York Times, 1905.

⁴Ibid., p. 504.

high schools which could furnish a good high-school education to non-resident pupils at a cost of seventy-five cents per week. This list of accredited schools reached larger figures than did the number approved by the University. In 1910, the High School Manual was still appearing under the joint authorship of these two state agencies, but the University was accrediting only 179 high schools, while the State Department had recognized 385 high schools under the Free High School Law.¹ Standards in effect for the accreditation of high schools in Nebraska as of 1910 appear in the tables found on pages 59 and 62.

Wisconsin.--The University of Wisconsin began dealing directly with high schools as early as 1872. The state legislature of Wisconsin passed a law in March, 1872, providing for a system of examinations to be conducted by the high schools themselves, under the supervision of the University. Candidates who passed these examinations were to be admitted to the University.² Provision for admission by certificate was passed by the faculty of the University of Wisconsin, September 25, 1876.

A situation arose in 1889 which was destined to have a pronounced effect upon accreditation in this state for many years. Section 165 d. (chap. 426, 1889) of the laws of Wisconsin authorized the State Superintendent to appoint an inspector of high schools to aid in organizing and maintaining free high schools in that state.³ This provision virtually superseded the provisions of chapter 325, the laws of 1883, authorizing one of the professors of the University to assist in the supervision of free high schools.⁴ However, the University continued to maintain an inspector of high schools for many years.

The two accrediting agencies differed materially in aims. The university was mainly interested in promoting better preparation for instruction on the higher level, and the state department

¹Twenty-first Biennial Report, State Superintendent of Public Instruction, Nebraska, 1910, p. x. Lincoln: State Journal Company, 1910.

²Joseph Lindsey Henderson, Admission to College by Certificate, pp. 52, 53. New York City: Teachers' College, Columbia University, 1912.

³Oliver E. Wells, Free High Schools of Wisconsin (2d ed.), p. 102. Madison: State Superintendent's Office, 1894.

⁴Ibid.

wished to see that certain standards were maintained in order that schools might qualify for their proportionate share of state aid. The early goals of the University are indicated in extracts from a report of the Board of Visitors to the University for the year 1893-94.¹ Found in this report are statements reading as follows: "They [the Board of Visitors] are of the opinion that the study of Greek and Latin under judicious and qualified instructors cultivates the memory, educates the reason, develops judgment, exercises the taste and imagination. . . .to a great degree, in less time, than like results can be obtained by the study of any other branches of human knowledge." In another place, the committee recommended that no school be accredited which does not offer four years of English and which does not adopt drastic means to secure respectable attainment in spelling, composition, and penmanship. The State Department, on the other hand, while not neglecting the course of study, was concerned very early with organization procedures, plant facilities, and the number of students enrolled. Other conditions for accreditation were gradually added by both agencies until in 1910, standards included requirements having to do with number of teachers employed, qualifications of teachers, length of course, length of recitation periods, library and laboratory equipment, pupil-teacher ratio, and most of the problems with which agencies for accreditation were confronted at that time.

The minutes of the University of Wisconsin bear testimony to the conflict which raged over the question of high-school inspection. Henderson speaks of the war which was waged between the State Department of Education and the University over the inspection of high schools by the University.² A resolution was presented to the Board of Regents on October 12, 1910, recommending that inspection of schools by the University be abolished, but failed to reach a vote of the Board. The matter was before the legislature in 1909 and again in 1911. No such law was passed, however. The dual system of accreditation which began in 1889 had weathered the troubled waters and was still in effect at the close of the year 1910.

¹Ibid.

²Henderson, op. cit., p. 80.

Missouri.--The University of Missouri, although one of the oldest in the Middle West, having been founded in 1821, did not enter into accrediting relationships with high schools as early as did many of its neighbors. The President of the Board of Curators in his report to the Governor, in 1887, mentioned "an evident and appreciated necessity for a definite articulate connection of the University with the general educational system of the state."¹ He said further that in order to bring this about, the President and the Faculty had made provision for the recognition of the work of the high schools of the state according to announcements which would follow.

The catalogue for 1887-88 published a resolution of the faculty inviting high schools of the state to take up the matter of accreditation to the end that certificates might be used in passing students to the University in lieu of examinations.² One rather unusual feature of the plan provided that the heads of departments in the University were given power to accept or reject the work of any high school. The catalogue for the year 1890-91 devoted considerable space to the subject of articulation with the lower schools and bewailed the fact that public schools "are legal strangers to the University." Some years passed, however, before the desired relationships were realized. A step in this direction was taken in 1896, when inspection of accredited schools was placed under a special examiner who was to have membership on the University faculty. In 1899, a statement emanated from the University to the effect that a much better state of coöperation existed between the University and the schools of the state.

The standards governing the recognition of high schools had been definitely formulated by 1902.³ At that time, the University announced the following conditions which high schools must meet before approval was granted: (1) The course of study must be four years in length. (2) Three teachers must devote full time to high-school work and it was strongly urged that they be college

¹Annual Catalogue, University of Missouri, 1887-88, p. 9. Jefferson City: Tribune Printing Company, 1888.

²Ibid., p. 138.

³Fifty-third Report of Public Schools, State of Missouri, 1902, pp. 132-33. Jefferson City: Tribune Printing Company, 1902.

graduates. (3) One laboratory of science must be maintained with good equipment. (4) There must be adequate library facilities for the teaching of history and English. (5) Satisfactory instruction must be offered in three units of English, three units of mathematics, two units of history, three units of foreign language, and one unit of science. (6) Recitation periods must be forty minutes in length, and the quota of work for each teacher not more than seven periods daily.

The General Assembly of Missouri provided, in 1903, the framework for a double system of accrediting high schools in this state. It authorized the State Superintendent of Schools to inspect and classify high schools.¹ Requirements for approval followed the patterns which had already been worked out by the University. For example, high schools of the first class were expected to offer for graduation sixteen units differing but little from those outlined by the agency first in the field of accreditation.

The State Superintendent speaks in glowing terms of the success of school inspections by his office in his report for the year 1910. He says that anyone who doubts the value of high-school inspection by his office needs only to study the annual report of 1910 in order to have such doubts dispelled. Among the improvements, he mentions: better teaching; longer terms; longer recitation periods; better libraries, laboratories, and buildings. He feels that high-school inspection is in its infancy and that its possibilities are unlimited. His report for 1910 lists 125 high schools belonging to the first class. High schools of this class were required to maintain four-year curriculums and to furnish and equip adequately science laboratories, and libraries. Every teacher was expected to be a college graduate or to have a state certificate, together with special preparation in subject-matter fields; suitable school buildings were to be maintained; recitation periods were to be forty minutes in length; and all classes carrying a unit of credit were to recite five times each week.

A coöperative arrangement was entered into between the State Department and the University to avoid duplication of effort in

¹Fifty-sixth Report of Public Schools, State of Missouri, 1905, p. 11. Jefferson City: The Hugh Stephens Printing Company, 1906.

matters of inspection in 1911.¹ Under this plan, the high-school inspector of the State Department and the examiner from the University divided the field in order to avoid duplication in inspections. All high schools designated as first class by the State Departments were to be fully accredited by the University, and existing conflicts between the two lists were by this means eliminated. Thus, closes this period of accreditation in the State of Missouri. A program which for a short time appeared to resemble a dual system of accreditation became eventually a joint plan, and in this manner many of the most difficult problems which frequently accompany situations of this nature were solved.

Kansas.--Like most of the universities of the Middle West, the University of Kansas began at an early date to attempt to formulate some sort of a working arrangement with the high schools of the state. As early as 1876, the Board of Regents agreed to recognize any high school which would adopt a course of study which was outlined by the University. Such recognition was to be based upon the pupil's ability to pass an examination prepared by the principal of the school and approved by the faculty of the University and upon the presentation of a certificate, officially signed by the principal and the board of education, stating that the pupil had completed the prescribed course of study and passed in a creditable manner the requisite examination.²

These requirements governing the approval of high schools continued with slight modifications until 1888, when the University announced that a personal investigation of a school, by the Chancellor or by a member of the faculty appointed for that purpose, might excuse the institution visited from compliance with the regulations regarding the submission of the examination questions to the University faculty. With this announcement, the beginning of University inspection of high schools in Kansas was made.³ The following year, the University Catalogue omits all mention of ex-

¹ Sixty-second Report of Public Schools, State of Missouri, 1911, p. 69. Jefferson City: The Hugh Stephens Printing Co.

² Sixteenth Annual Catalog, University of Kansas, 1881-82, p. 62. Topeka: Kansas Publishing House, 1882.

³ Twenty-Third Annual Catalog, University of Kansas, 1888-89, p. 48. Topeka: Kansas Publishing House, 1889.

amination and states simply that students will be admitted upon presentation of certificates signed by the principal, showing that they have completed all the prescribed preparatory studies as laid down by the University. The list of first class accredited high schools at this time had reached nineteen.

Little change occurred in standards for an extended period of time. For ten years, scarcely no change took place in the wording of the official announcements from year to year. Gradually, a few details began to creep into regulations. Some having to do with the definition of a unit; others dealing with elaborations on sequences of subjects and minor matters in connection with courses of study. A unit was defined as the credit for a subject carried for one year of thirty-five weeks, five recitations per week, with at least forty minutes devoted to each recitation. Fifteen units were established as necessary for unconditional admission. Students were being accepted in 1905, when recommended by the principal, without having graduated from high school, upon the basis of credit for the number of units completed prior to entrance.¹ There was a growing recognition on the part of the University that the high school, in addition to offering preparatory courses for college, should at the same time extend appropriate instruction to that large number of pupils whose formal educational training would not extend beyond the secondary level.

The State Department in Kansas did not participate in the accrediting of high schools during the period under investigation. Some complaints were voiced from the State Department because more intimate contacts could not be maintained with the high schools of the State. In 1910, the State Superintendent lamented the fact that no provision had been made whereby the State could exercise personal supervision over its own schools and through its own representatives.² The report for the year goes on to state that

¹Thirty-ninth Annual Catalog, University of Kansas, 1904-05, p. 69. Lawrence: 1905.

²Seventeenth Biennial Report, State Superintendent of Instruction, Kansas, 1909-10, p. 7. Topeka: State Printing Office, 1910.

the logical source of inspection is the department of public instruction, which is by constitutional provision the head of the public-school system.

Colorado.--The University of Colorado opened its doors to students in September, 1877, with two teachers and forty-four students.¹ It was not long until some articulation with secondary schools was attempted. For some time, however, the requirements concerned themselves with matters relating to the course of study. Almost ten years after the opening of the University, the Calendar, under the caption, "Accredited High Schools," confines its announcement regarding standards to the bare statement, "students will be received on diploma from such schools as adopt a course of study of sufficiently high grade to prepare for the University, provided the faculty is satisfied of the thoroughness of the instruction."²

In 1891, blank forms were being sent out to high schools making application for accreditation. The University agreed to recognize any high schools that faithfully and effectively carried out the full equivalent of any one of three courses which had been recommended by the State Teachers' Association. On the forms sent out, schools were expected to indicate the kind of work given, the amount, and methods followed.³ Upon receipt of these applications, they were passed upon in a full faculty meeting. At that time, two high schools in Denver had qualified for accreditation, and during the following year, high schools in Colorado Springs, Greeley, and Pueblo were added to the list. Two years later, this list had grown considerably; it contained the names of fifteen high schools.

Approximately ten years passed with little change in the accrediting relationships with high schools. The University catalogues, year after year, contained practically the same statements on this subject. In August, 1903, the Board of Regents appointed Sanford Bell as inspector of high schools, with the title

¹Calendar, University of Colorado, 1885-86, p. 8. Boulder: Times Printing Company, 1885.

²Ibid., p. 20.

³Catalog, University of Colorado, 1891-92, p. 29. Denver: The News Printing Company, 1892.

of Professor of Education.¹ On December 12th of the same year, a University and High School Conference was held in Boulder. Action taken at this conference resulted in the adoption of sixteen units of study as a basis for admission to the University.² A unit course was defined as a course of study covering a school year of not less than thirty-five weeks, with four or five (preferably five) periods of at least forty-five minutes each week.³

During the years immediately following the High-School Conference of 1903 and the appointment of the high-school inspector, relationships between the University and the secondary schools of the state became more intimate and sympathetic according to the succeeding reports of the Board of Regents. In 1906, the names of forty-seven high schools appeared on the accredited list.

Another High-School Conference was held at the University in 1909 with the officers in charge who had been appointed at the Conference held in 1903. A number of resolutions was passed at this conference pertaining to courses of study--one recognizing fifteen as the required number of units for admission to the University. Another resolution projected an idea that later became in modified form an adopted practice among most of the universities of the Middle West. It reads as follows: Resolved, That each high school should be at liberty to arrange the contents of four to six units of its course to the end of best subserving local needs and that the University should accept for entrance such units of this work as have been well organized and well taught even though the subject-matter is not traditional.⁴

The literature reveals the State University firmly entrenched in the high-school accrediting scheme of Colorado as the year 1910 arrives. The State Department had concerned itself chiefly with courses of study, certification of teachers, school finances, and physical accommodations without effort to establish a scheme for the accreditation of schools. More detailed information on standards in force by the University in 1910, will be found in

¹Fourteenth Biennial Report of the Regents, University of Colorado, 1902-04, p. 12. Boulder: 1904.

²Ibid., p. 11.

³Ibid., p. 6.

⁴Seventeenth Biennial Report of the Regents, University of Colorado, 1908-10, p. 55. Boulder: 1910.

the tables on pages 59 and 62.

Oklahoma.--The University of Oklahoma, established by authority of the legislature of the Territory of Oklahoma, issued its first catalogue in the year 1893-94. This publication makes no mention of affiliations with secondary schools, but interest in this subject was not long delayed. The announcements for 1895-96 states that as soon as high schools of the cities in the territory could bring their work up to the requirements for admission, such high schools would be accredited and their graduates admitted upon presentation of certificates of graduation.¹ Blanks had been prepared on which high schools might file application for such relationships with the University.

In 1902, the University prescribed the following conditions under which high-school graduates might be granted certificates of admission:

1. To graduates of schools which maintain a twelve-years' course of nine months each year, and whose superintendent, principal, and instructors in the high-school department are college graduates, or instructors of scholarship and approved experience.

2. To graduates of other high schools whose course of study and corps of instructors may on inspection be approved by the University Committee on High Schools.

3. The superintendent or principal of such approved high schools shall certify that the graduate has completed satisfactorily the requirements for entrance to the University as stated in the current University catalogue, or a full equivalent therefor, and shall recommend that a certificate of entrance to the University be granted.²

Change in standards for accreditation were gradual and not far-reaching for some time. In 1904, the University defined a unit of credit as a year's work in a subject based upon four or more forty-five minute recitation periods per week. The number of units required for unconditional admission was raised from thirteen to fifteen in 1905. In 1909, the standard amount of work required in a secondary-school subject was designated as thirty-six weeks with five recitation periods per week of at least forty-five minutes each. In the same year, the University classified affiliated schools into three groups, depending upon the number

¹Third Annual Catalog, University of Oklahoma, 1894-95,
p. 9. Norman, Oklahoma Territory: 1895.

²Catalog, University of Oklahoma, 1902-03, pp. 33-34.
Norman: University Publication, 1902.

of years of instruction offered. All affiliated schools were subject to inspection by the high-school visitor who passed upon the course of study, the number and qualifications of teachers, and other matters pertaining to the character and equipment of the school.

The State Department in Oklahoma maintained no accrediting system up to this time. In the report of the State Superintendent covering the period 1906 to 1908, he recommended that the state office be given a high-school assistant to encourage the establishment of accredited high schools and offered the advice that this work properly belonged to the office of the State Superintendent.¹ The same recommendation was repeated the following year, but when the year 1910 arrived, there was only one established secondary-school accrediting agency in Oklahoma, that being the State University.

South Dakota.--As was the case in most of the states of the Middle West, the University of South Dakota took the initiative in the accreditation of secondary schools. Regular school work at the University of South Dakota, then known as the University of Dakota, began on September 17, 1883. The regulations governing entrance at that time were simple and were stated as follows: "Students applying for admission to either department [preparatory or collegiate] or to any class, must pass the required scholastic tests and examinations and furnish satisfactory evidence of good moral character."²

It was not long, however, until the University began to attempt to establish some sort of working relationship with the secondary schools of the state. The annual catalogue for 1886-87 announces a step in this direction: "Candidates for admission to the Freshman Class who have certificates of graduation from the Preparatory Department of the University, or from any high school or academy whose course of study shall be approved by the Faculty of the University, will be received without examination."³ Public

¹Biennial Report, Department of Public Instruction, Oklahoma, 1906-08, p. 182. Guthrie: 1908.

²Annual Catalog, University of Dakota, 1883-84, p. 12. Huron: Dakota Leader Office, 1883.

³Annual Catalog, University of Dakota, 1886-87, p. 28. Vermillion: The University, 1887.

high schools were few in the territory in 1887. The report of the Board of Directors of the University of Dakota for the year 1887-88 carried the statement that, insofar as the Board was informed, there was only one public high school in the territory whose graduates were preparing to enter the classical course of the collegiate department.¹

Nevertheless, in 1889, the University did announce the establishment of accrediting relationships with secondary schools and offered to admit students without examination from schools which in the opinion of the faculty were doing thorough work, such arrangements to hold good until the administration of the school materially changed, or until notice was given by the University of unsatisfactory results. Nine schools comprised the first accredited list.² The name of the University was changed to the University of South Dakota in 1891. The first catalogue of the University of South Dakota, appearing in 1891, showed no change in accrediting relationship except that the accredited schools were termed "Fitting Schools," and as such they were known for many years, listed, however, as accredited schools. Little change occurred during the next fifteen years in the regulations which schools must meet in order to be admitted to the accredited group. An institution desiring to be accredited was expected to file with the University an application, together with a copy of its course of study, and a statement of the amount of each subject undertaken, the time devoted thereto, the methods of instruction, the apparatus and other teaching appliances, the number of teachers employed for the instruction indicated, and the experience and professional preparation of such teachers.³

The State Department of Public Instruction began to function in the classification and accrediting of high schools in South Dakota in 1907. The legislature of 1907 made it the duty of the Department of Education to inspect and accredit high schools.⁴

¹Report of the Board of Directors of the University of Dakota, 1887-88, p. 5. Vermillion: The University, 1888.

²Annual Catalog, University of Dakota, 1889-90, p. 56. Vermillion: Published by the University, 1889.

³Catalog, University of South Dakota, 1893-94, pp. 37-38. Vermillion: The University, 1894.

⁴Eleventh Biennial Report, Superintendent of Public Instruction, South Dakota, 1910-12, p. 60. Aberdeen: News Prtg. Co., 1912.

Some preliminary work had been done in this direction prior to that year. In 1906, the Honorable M. M. Ramer, then Superintendent of Public Instruction, called a meeting of school men at Mitchell for the purpose of organizing the high schools of the state and discussing matters relating to the course of study. Out of this conference, later known as the "Mitchell Conference" grew a program for the classification of high schools in South Dakota which was adopted by the State Department. Within a year after the close of this conference, the program which it recommended had been accepted by both the State Department and the University of South Dakota.¹

The standards set up at this time for the classification and accreditation of high schools were comprehensive and were believed to be just to all interests involved. The essential points enumerated in these regulations for the approval of first-class high schools follow: (1) there should be the equivalent of three teachers, devoting their entire time to high-school work; (2) no pupil should be required to pursue more than the equivalent of four recitations daily; (3) recitations should be not less than forty minutes in length; (4) buildings should have well-lighted and ventilated class rooms and laboratories; (5) each first-class high school was expected to possess (a) a geographical reference library, valued at \$80; (b) an historical library, valued at \$100; (c) a reference library for literature, valued at \$100; (d) physics equipment, valued at \$100; (e) chemistry equipment, valued at \$100; (f) biology, botany or biological laboratory equipment, valued at no less than \$100; (g) general library, cyclopedias, dictionary, maps, charts, and globes, valued at not less than \$300.²

At the close of the period under examination, there were two accrediting agencies in South Dakota, the State Department of Instruction and the University of South Dakota. The University had been first in the field, but did not at any time develop a comprehensive program of its own. When the State Department came forward in 1908 with definite criteria growing out of the Mitchell Conference, the University adopted it in its entirety, and, thereafter, followed the lead of the State Department in setting the

¹Annual Catalog, University of South Dakota, 1907-08, pp. 32-33. Vermillion: The University, 1907.

²Ibid., pp. 34-35.

standards for the schools. The legislature in 1907, by official enactment, made it the duty of the State Department to inspect and accredit the high schools, thus paving the way for the ascendancy of that agency in this field of activity. Further developments in this state will be reserved for a later chapter.

Standards for accreditation, 1910.--It has seemed advisable to tabulate the standards in effect in 1910 in order to give the reader a brief resume of this situation in all the states belonging to the North Central Association at the close of this period. The problem of incorporating all standards into one table has been difficult because of the many details and the variety of types of expression. Not all standards were stated by the various agencies in clear and concise terms; sometimes with intent in order to impart elasticity to them. For example, library and laboratory standards were stated in very indefinite language. The expressions "well equipped," "adequate," and "sufficient for the needs" appeared very frequently. In order to save space, key words and phrases have been selected wherever they seem to offer the explanation desired.

This resume of standards as they appeared in 1910 is presented in Tables 1 and 2. The information found in these tables has been gathered from a careful examination of university catalogues, high-school manuals, state superintendents' reports, and a variety of bulletins. In two instances in which sources of data were not at hand, the writer communicated directly with the agencies involved.

By referring to Table 1, it will be seen that the state university was the sole agency of accreditation in eight states in 1910, and that it participated in the accreditation of secondary schools in three other states. The number of teachers required to devote full time to high-school instruction was either two or three in most cases. Ten states required that teachers be college or normal school graduates; one, that they be well prepared; two, that they be competent; one, required a first-class standard certificate; and one, expected a college or normal school diploma or a state certificate.

The length of the school year was fairly well stabilized at thirty-six weeks and the number of units required for graduation ranged from fourteen to sixteen with fifteen in the favored position. Nebraska increased her requirements from fourteen to

TABLE 1

SUMMARY OF STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS IN THE TERRITORY BELONGING TO THE NORTH CENTRAL ASSOCIATION IN 1910

State	Agency of Accreditation	Term of Accreditation	Teachers		Length of Course	Length of Term	Units Required for Graduation
			Number	Qualifications			
Colorado. . .	State University	Not mentioned	3	A. B. degree	4 yrs.	36 weeks	15
Illinois. . .	State University	3 years	2 After Jan. 1, 1911, 3 or more	Well prepared	4 yrs.	36 weeks	15
Indiana. . .	State board of Education	Not mentioned	2	2 must be college graduates	4 yrs.	9 mos.	Not mentioned
Iowa. . . .	State University	Pleasure of University	3	College graduate	4 yrs.	36 weeks	15
Kansas. . . .	State University	1 year	Should meet minimum requirement	College graduate	4 yrs.	35 weeks	15
Kentucky. . .	State Dept.	Not mentioned	3	College or normal school graduate	4 yrs.	36 weeks	16
Michigan. . .	State University	3 years	3	Competent	4 yrs.	Not mentioned	15
Minnesota. . .	State High School Board	Not mentioned	2 teachers in addition to superintendent	1st class State certificate	4 yrs.	9 mos.	16
Missouri. . .	State Dept. and University	Not mentioned	Pupil-teacher ratio 30-1 3	College graduate or state certificate	4 yrs.	32 weeks	16

TABLE 1--Continued

State	Agency of Accreditation	Term of Accreditation	Teachers		Length of Course	Length of Term	Units Required for Graduation
			Number	Qualifications			
Nebraska. . .	State University	1 year	Adequate	Competent	4 yrs.	36 weeks	14 increased to 15, Sept. 1, 1910 16
North Dakota	State Dept.	1 year	2	A. B. degree 16 hrs. education	4 yrs.	36 weeks	
Ohio. . . .	Ohio State University	3 years	3 Pupil-teacher ratio 30-1	College graduate	4 yrs.	36 weeks	15
Oklahoma. . .	State University of Oklahoma	1 year or longer	3 Pupil-teacher ratio 30-1	Graduate standard college	4 yrs.	36 weeks	15
South Dakota	State Dept. and State University	Not mentioned	3	College graduate or equivalent	4 yrs.	36 weeks	15
Wisconsin. . .	State Dept. and University	1 year	2 when enrollment reaches 50, 3 teachers; 80-4 teachers	One of the following: (a) unlimited state certificate (b) college or normal school diploma (c) limited state certificate gained by examination	3 or 4 yrs.	36 weeks	14
North Central Association	North Central Association	1 year	4	College graduate	Not mentioned	Not mentioned	15

fifteen units on September 1, 1910. Wherever specified, the length of the recitation period was forty minutes with two exceptions. Four states established six periods per day as the maximum teaching load, and five named seven as the largest number of classes a teacher might be permitted to meet daily--the remainder omitted any mention of teaching load in their standards.

The statements made in the standards concerning library and laboratory facilities, records, buildings, and the like were difficult to arrange in tabular form. In Table 2, those expressions have been listed briefly which appear to convey at least the approximate meaning of the standards. These criteria were as a rule stated in a manner that permitted much flexibility in practice, probably because no definite notion existed as to what the precise requirements should be. In many instances, the building standard contained advice regarding the necessity of maintaining hygienic conditions, reflecting the wording and intent of a standard adopted by the North Central Association in 1907 which read: "The location and construction of the buildings, the lighting, heating, and ventilation of the rooms, the nature of the laboratories, corridors, closets, school furniture, apparatus, and methods of cleaning must be such as to insure hygienic conditions for both pupils and teachers."¹ The influence of the standards of the North Central Association is quite noticeable in the criteria established by the states, as future treatment of this subject will reveal.

Not a great deal of space is being devoted to a description of standards at this time for the reason that frequent reference will be made to Tables 1 and 2 as this study progresses. Much attention will be given to it in the consideration of trends in standards which is presented in Chapter VI, and in order to avoid repetition a more extensive examination of the situations existing in 1910 has been reserved for that phase of the investigation.

Summary

The origin and evolution of five different schemes for the accreditation of secondary schools, which came into being prior to

¹"Report of Commission on Accredited Schools," Proceedings of the North Central Association, XII, 56. Urbana: The Association, 1907.

TABLE 2

SUMMARY OF STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS
IN THE TERRITORY BELONGING TO THE NORTH CENTRAL ASSOCIATION IN 1910

State	Minimum Length of Recitation	Maximum Teaching Load in Periods	Laboratory Equipment	Library Equipment	Records to be Kept	Plant Facilities
Colorado. . .	45 minutes	6--5 advised	Adequate	Adequate	Permanent records kept	Hygienic conditions assured
Illinois. . .	40 minutes	Not mentioned	Fairly good	Fairly good	Not mentioned	Not mentioned
Indiana. . .	Not mentioned	Not mentioned	Fully equipped	Sufficient for legitimate needs	Complete scholastic records	Sufficient size for all needs
Iowa.	40 minutes	6	Adequate	Adequate	Not mentioned	Hygienic conditions must prevail
Kansas. . . .	Not mentioned	6	All necessary apparatus	Should have standard reference books	Not mentioned	Not mentioned
Kentucky. . .	40 minutes	7	Adequate	Well selected and usable	Careful and complete record of every pupil	Not mentioned
Michigan. . .	40 minutes	7	Adequate	Adequate essential books of reference	Not mentioned	Not mentioned
Minnesota. .	Not mentioned	Not mentioned	Liberal policy	Liberal supply of reading material	Permanent records shall be kept	Comfortable building
Missouri. . .	40 minutes	Not mentioned	Well equipped	Adequate for reference	Not mentioned	Adequate to its purpose

TABLE 2--Continued

State	Minimum Length of Recitation	Maximum Teaching Load in Periods	Laboratory Equipment	Library Equipment	Records to be Kept	Plant Facilities
Nebraska. . .	40 minutes	Not mentioned	Satisfactory	Satisfactory	Not mentioned	Not mentioned
North Dakota.	40 minutes	7	Minimum list of equipment	Specified number of volumes per enrollment	Adequate fire-proof vault	Proper heating, ventilation, lighting and toilet facilities
Ohio.	40 minutes 45 minutes recommended	7 5 recommended No class should exceed 30	Adequate	Adequate	Not mentioned	Hygienic conditions should be insured
Oklahoma. . .	40 minutes	6	Special equipment	Special equipment	Not mentioned	Not mentioned
South Dakota.	40 minutes	7	Suitable, well lighted	Suitable, well lighted	Permanent records kept	Suitable building
Wisconsin	35 minutes Longer period advised	Not mentioned	Standard, good and practical	Sufficient for needs	Not mentioned	Clean and sanitary
North Central Association	40 minutes	6 5 advised	Adequate	Adequate	Not mentioned	Hygienic conditions assured

1910 in the states falling within the jurisdiction of the North Central Association of Colleges and Secondary Schools have been considered in this chapter. They have been classified into five types, as follows: Type I, Accreditation by a state university; Type II, Accreditation by a state high-school board; Type III, Accreditation by a state board of education; Type IV, Accreditation by a state department of education; and Type V, Accreditation by means of a dual arrangement, participated in by a state university and a state department of education.

The states of Michigan, Minnesota, Indiana, North Dakota, and Ohio were selected for intensive study as representative examples of the various types of accreditation. Other studies were made of accreditation by the state universities in Illinois, Iowa, Nebraska, Wisconsin, Missouri, Kansas, Colorado, Oklahoma, and South Dakota.

The State University was the predominating influence in the accreditation of secondary schools prior to 1910, but its prestige was on the decline at that time. State superintendents were urging legislatures to delegate to them powers which would enable them to set up standards and accredit secondary schools. Their arguments were of a convincing nature and were receiving the serious attention of legislative bodies. The State Commissioner of Ohio was given authority in 1902 to prescribe regulations and establish a list of approved schools. Missouri, Nebraska, Wisconsin, and Illinois followed Ohio's example. Iowa discontinued university accreditation in 1910 and placed the responsibility in the hands of the State Department; Minnesota had done this in 1893. A trend had started which was destined to alter the character of accrediting procedures materially in the years immediately ahead.

CHAPTER IV

THE NORTH CENTRAL ASSOCIATION OF COLLEGES AND SECONDARY SCHOOLS PRIOR TO 1910

Early History

The influence of colleges upon secondary schools was exerted mainly through the independent formulation of entrance requirements prior to 1890. A few institutions such as Columbia, Harvard, and the University of Michigan had worked out fairly definite schemes for the inspection and accreditation of such schools and were holding annual conferences between groups of colleges and secondary schools. Two associations of colleges and secondary schools were already in existence in 1890; The New England Association of Colleges and Secondary Schools, organized in 1884, and the Association of Colleges and Secondary Schools of the Middle States and Maryland, which came into being in 1887.¹ The founding of these organizations represents the first unified effort to bring colleges and secondary schools into closer relationship. The first organized action on a national scale affecting secondary schools occurred in 1892, when the Committee of Ten made an investigation of the subjects taught in forty leading secondary schools of the country.² Reference has been made to this report in earlier phases of this investigation.

The North Central Association of Colleges and Secondary Schools was founded in 1895;³ its incentive originated within the School Masters' Club in Michigan. This club had been in existence for a number of years for the purpose of affording an opportunity for college and secondary-school men to get together and discuss

¹Bureau of Educational Research, The University of Illinois Bulletin No. 45, p. 24. Urbana: The University of Illinois, 1928.

²Report of the Committee of Ten on Secondary School Studies, p. 3. New York: American Book Company, 1894.

³"How the North Central Association Originated," The North Central Association Quarterly, I (December, 1926), 283.

common problems. The benefits achieved led to the belief that others beyond the boundaries of Michigan should be allowed to congregate for the purpose of promoting good will, mutual understandings, and discussions of general interest. Accordingly, this feeling received implementation in the form of a resolution¹ to the effect that the University of Michigan, the University of Wisconsin, and the University of Chicago be asked to unite with a committee of the club in issuing a call for a conference to form an association of schools and colleges in the North Central States. The resolution was adopted by the club at its annual meeting held at Ypsilanti, Michigan, on December 1, 1894. Invitations were then sent to a number of prominent representatives of higher institutions and secondary schools in the ten states of Ohio, Michigan, Indiana, Illinois, Wisconsin, Minnesota, Iowa, Missouri, Nebraska, and Kansas. The invitation established the meeting place at Northwestern University, Evanston, Illinois, on March 29 and 30, 1895, and suggested the following agenda for the meeting:

1. Is it desirable and practicable to form an association?
2. If so, what states should compose the territory in which it is to act?
3. What shall be the qualification for membership in the association?
4. How often shall the association meet, and where shall the meetings be held?
5. Shall the association take steps looking to coöperation with the New England and Middle States Associations in securing greater uniformity in secondary instruction and in the requirements for admission to college?²

When the meeting opened on March 29, 1895, thirty-six delegates responded to the roll call. Ohio furnished five of these; there were five from Michigan, four from Indiana, fourteen from Illinois, three from Wisconsin, three from Iowa, and two from Missouri.³ Among the delegates were twenty-two college or university presidents, ten heads of secondary schools, three superintendents of schools, and one college professor. A temporary organization was agreed upon, officers were elected for the succeeding year, and a constitution was drawn up. It was voted to hold the first regular meeting at the University of Chicago on April 1, 1896; at this time the topics for discussion would be, "What Constitutes

¹Ibid.

²Ibid., pp. 283-84.

³Ibid., p. 284.

a Secondary School?" and "What Constitutes a College?"¹ Thus was founded an organization which was destined to exert for many years to come an important influence upon the secondary schools and colleges of the Middle West.

The first annual meeting at the University of Chicago, held on April 3 and 4, 1896,² was greeted with one or more representatives from each of the ten states mentioned previously. The total enrollment of members at this meeting was 113--a considerable increase over the thirty-six who attended the organization meeting. President James B. Angell of the University of Michigan presided at this meeting. Action taken at this time pointed in the direction of the activities which have characterized the work of the association for almost a half century. One resolution was approved which related to the quality and quantity of work required in preparation for admission to college, and another set certain limitations on the granting of the degree of Doctor of Philosophy.³ It is apparent, therefore, that from the very outset, the association has made consistent efforts to improve standards in both colleges and secondary schools.

The objective of the association took definite form in 1908, when the Board of Inspectors offered the following recommendation which was incorporated in the standards for the accreditation of secondary schools:

The aims of the North Central Association of Colleges and Secondary Schools are, first, to bring about a better acquaintance, a keener sympathy, and a heartier coöperation between the colleges and secondary schools of this territory; secondly, to consider common educational problems, and to devise best ways and means of solving them; and, thirdly, to promote the physical, intellectual and moral well being of students by urging proper sanitary conditions of school buildings, adequate library and laboratory facilities, higher standards of scholarship, and more adequate remuneration for teachers.⁴

The recommendations of this committee were adopted, and the aim as set forth in 1908 has continued to represent the essential purposes of the association down to the present time.

¹Ibid., pp. 283-84.

²Ibid., p. 285.

³Ibid., p. 286.

⁴"Report of the Commission on Accredited Schools and Colleges," Proceedings of the North Central Association, XIII (1903), 75. Chicago: The Association, 1908.

The original constitution, adopted in 1895, had little to say about standards. Membership in the association was limited to those institutions, both higher and secondary, which were nominated by the executive committee and elected by the association. All decisions of the association regarding such institutions were to be advisory in character.

The Association took definite steps in 1901 to provide the necessary machinery for the accreditation of secondary schools. At that time a Commission on Accredited Schools was formed to assume this responsibility for both colleges and secondary schools.¹ This Commission was authorized to define and describe unit courses of study in the various subjects of the high-school program, taking for the point of departure the recommendation of the National Committee of Thirteen; to serve as a standing committee on uniformity of admission requirements for the colleges and universities of this association; to take steps to secure uniformity in the standards and methods; to promote economy of labor and expense in the work of high-school inspection; to prepare a list of high schools within the territory of this Association which are entitled to the accredited relationships; and to formulate and report methods and standards for the assignment of college credit for satisfactory high-school work done in advance of the college entrance requirements.² This commission continued to function throughout the period under investigation in this phase of our study.

Standards for secondary schools.--Soon after the appointment of the Commission on Accredited Schools, the subject of standards began to receive prominent attention. The first set was adopted in 1902, the year following the organization of this commission. Prior to this time, the criteria for evaluating the merits of secondary schools had consisted of two requirements:³

1. A well-organized four-year course of study, devoted chiefly to Latin, Greek, French, German, English, Mathematics, History, Philosophy, Political Economy, Physics, Chemistry, and Biology.
- 2.

¹ Proceedings of the Sixth Annual Meeting, North Central Association, VI (1901), 90-91. Ann Arbor: The Association, 1901.

² Ibid.

³ Proceedings, Eight Annual Meeting, North Central Association, 1903, pp. 4-6. Ann Arbor: The Association, 1903.

A program of constants which should include (a) two-years' work in English, (b) two-years' work in mathematics, (c) one-years' work in science, (d) one-year's work in history, or six out of sixteen units, the other ten being elective.

The second meeting of the Commission on Accredited Schools was held in Chicago, February 25, 1902. At that time it was agreed that four committees be appointed by the chair: (1) an Executive Committee, (2) a Committee on Unit Courses of Study, (3) a Committee on High School Inspection, (4) and a Committee on College Credit for High School Work.¹

The third meeting of the Commission was held in Cleveland on March 27, 1902. The committees, which had been appointed, reported in full; after discussions and amendments, their reports were approved. The Commission presented its annual report to the Association on the following day; at this time the reports of the various committees were adopted.²

The chief items in the report of the sub-committee on high-school inspection which deals primarily with standards for secondary schools follow:

1. The minimum scholastic attainment of all high-school teachers shall be equivalent to graduation from a college belonging to the North Central Association of Colleges and Secondary Schools, including special training in the subject to be taught, such requirement not to be retroactive. Practice teaching, as a part of a teacher's professional equipment, under skilled supervision, was recommended as advisable.

2. The number of daily periods of class-room instruction given by any one teacher should not exceed five, each to extend over a period of forty-five minutes.

3. The laboratory and library facilities should be adequate to the needs of instruction.

4. The esprit de corps, the efficiency of the instruction, the acquired habits of thought and study, and the general intellectual and ethical tone of the school are of paramount importance, and, therefore, only schools which rank well in these particulars, as evidenced by thorough-going, sympathetic inspection, should be considered eligible for approval.³

The committee further recommended that a board of five inspectors be appointed to ascertain the schools within the territory of the North Central Association which should be entitled

¹"Report of the Commission on Accredited Schools," Proceedings of the Seventh Annual Meeting, North Central Association, VII (March, 1902), 2-7. Cleveland: The Association, 1902.

²Ibid., p. 7.

³Ibid., p. 36.

to accredited relationships with the Association. The report of this committee provided, also, for blank forms on which principals of secondary schools might submit reports and other necessary machinery for carrying into effect the program as outlined. The committee agreed that nothing less than the standards recommended should be deemed acceptable as a basis for the accreditation of a secondary school.

Certain other requirements were announced with regard to unit courses which might very properly be considered in connection with standards although they were not so incorporated at that time. These requirements were stated in the following form:

1. A unit course of study is defined as a course covering a school year of not less than thirty-five weeks, with four or five periods of at least forty-five minutes each per week.

2. The graduation requirements of the high school and the entrance requirements of the college shall include fifteen units as above defined.

3. All high-school curricula and all requirements for college entrance shall include as constants three units of English and two units of mathematics.¹

The above action represents the first comprehensive effort of the North Central Association to formulate a set of standards upon which the merits of a secondary school might be evaluated. Major attention heretofore had been given to courses of study and college entrance requirements. Esprit de corps and general tone of a school had received scant attention. Practice teaching as a part of the professional equipment of a teacher had not been mentioned. The term "professional study" crept into this report, giving recognition to the part which schools of education were playing in the preparation of those who were to enter the teaching profession. The members of this committee were all high-school inspectors with the exception of John R. Kirk, President of the Missouri State Normal School. They had doubtless had occasion to observe again and again the need of better professional training and the effect which the moral tone of a school has upon its efficiency and general quality of excellence. All of the standards adopted in 1902 have remained in force, with minor revisions, to the present day, testifying to the wisdom and far-sightedness of these original workers who charted the future course of the North Central Association of Colleges and Secondary Schools.

¹ Ibid., p. 6.

Revision in standards, 1906.--At a meeting of the Commission held in Chicago, in March, 1906, Chairman Whitney of the Board of Inspectors presented a report on "Standards of Admission and Accredited Schools," which was adopted. This report, "Standards of Admission," refers to admission to the accredited list of the North Central Association of Colleges and Secondary Schools. The following standards of admission were approved:

1. No school shall be accredited which does not require fifteen units, as defined by the association for adoption.

2. The minimum scholastic attainment of all high-school teachers shall be equivalent to graduation from a college belonging to the North Central Association of Colleges and Secondary Schools, including special training in the subjects they teach, although such requirements shall not be construed as retroactive.

3. The number of daily periods of class-room instruction given by any one teacher should not exceed five, each to extend over at least forty minutes in the clear.

4. The laboratory and library facilities shall be adequate to the needs of instruction in the subjects taught as outlined by the association.

5. The efficiency of instruction, the acquired habits of thought and study, the general intellectual and moral tone of a school are paramount factors, and, therefore, only schools which rank well in these particulars, as evidenced by rigid, thorough-going inspection, shall be considered eligible for the list.

6. Wherever there is reasonable doubt concerning the efficiency of a school, the Association will accept that doubt as ground sufficient to justify rejection.

7. The Association has omitted for the present the consideration of all schools whose teaching force consists of fewer than five teachers, exclusive of the superintendent.

8. No school shall be considered unless the regular annual blank furnished for the purpose shall have been filled out and placed on file with the inspector.

9. All schools which show an abnormal number of pupils per teacher, as based on average number belonging, even though they may technically meet all other requirements, are rejected. The Association recognizes thirty as the maximum.

10. The time for which schools are accredited shall be limited to one year, dating from the time of the adoption of the list by the Association.

11. The organ of communication between the accredited schools and the Secretary of the Commission for the purpose of distributing, collecting and filing annual reports of such schools and for such other purposes as the Association may direct, is as follows: a. In states having such an official, the Inspector of Schools appointed by the State University. b. In other states the Inspector of Schools appointed by the state authority, or, if there is no such official, such person or persons as the Secretary of the Commission may select.¹

¹"Report of the Board of Inspectors," Proceedings of the Eleventh Annual Meeting of the North Central Association, 1906, pp. 124-26. Columbus: The Association, 1906.

In the plans approved in 1906, there appear certain additional criteria which were not included in former pronouncements on standards. The number of units required for graduation from a secondary school was fixed at fifteen; as a pre-requisite for consideration of any application for approval, a school must employ at least five teachers; the submission of the annual blank form was made necessary and all hearsay evidence was to be rejected; the maximum pupil-teacher ratio was placed at thirty. Apparently there was a tendency for the Association to become more conservative in its dealings with secondary schools. Nevertheless, the number of accredited high schools had now reached 285,¹ scattered over twelve states, Colorado having entered the Association in 1897, and Oklahoma in 1901.

Little change occurred in standards during the period under investigation in this phase of our study. In 1907, the following statement was inserted as Standard 5, thereby changing the numerical order of standards 5,6,7,8,9, and 11: "The location and construction of the buildings, the lighting, heating, ventilation of the rooms, the nature of the laboratories, corridors, closets, school furniture, apparatus, and methods of cleaning must be such as to insure hygienic conditions for both pupils and teachers."²

One further change was made prior to 1910. In 1908, Standard 8 was changed to read as follows: "The Association will decline to consider any school whose teaching force consists of fewer than four teachers exclusive of the superintendent."³

Trends in standards prior to 1910.--The original constitution of the Association, adopted in 1895, made no mention of standards, and such as were formulated prior to 1910 came as a gradual effort to meet situations as they arose from time to time. Originally, the association required that its member schools maintain a four-year course of study and specified that certain subjects be taught. These subjects closely paralleled college admission requirements. At the same time, it was expected that certain sequences of subjects be maintained.

¹Ibid., pp. 127-29.

²"Standards of Admission," Proceedings of the North Central Association, XII, 56-57. Urbana: The Association, 1907.

³Ibid., XIII, 76.

The first organized effort to formulate a set of standards came in 1902, with the adoption of a committee report which concerned itself with the professional training of teachers, the teaching load, the library and laboratory facilities, and the esprit de corps of the school. In 1906 there were added standards embracing the number of units required for graduation, the minimum number of teachers, the maximum number of pupils per teacher, and specific instruction governing the submission of blanks. There followed an additional standard in 1907 which related to the location and construction of buildings, lighting, heating, ventilation, and other matters in connection with sanitation, laboratory equipment, and so forth.

It is readily apparent that standards, which originally concerned themselves with courses of study and college admission requirements, had by 1910 broadened considerably in scope. There was a tendency for standards to become more detailed and to emphasize the manner in which courses of study were being administered. Attention was being given to factors which affected the welfare of teachers and pupils--quite apart from subject-matter preparation. The North Central Association had entered upon a program of secondary-school improvement which was destined to attract wide-spread attention and to lay the basis for the participation of hundreds of schools heretofore not particularly interested in the rather limited aims that characterized the early stages of the work of the organization.

The Association had by this time become an important influence in the Middle West. Dr. George Edwin MacLean, President of the State University of Iowa, was President of the Organization when it convened at Chicago on March 23, 1906. His annual address emphasized in no uncertain manner his own opinion of the worth of the association.¹ He contrasted the method of admitting by examination as practiced in the East with the principle of admission by certificate which had gained acceptance in the West. The College Entrance Examination Board had examined in 1906 some 2100 candidates while there were some 60,000 candidates for admission to college throughout the country as a whole. The method of admission to college by examination was labeled, "a gamble for the

¹Proceedings of the North Central Association, VII (1906), 3-7. Columbus: The Association, 1906.

student," which consisted only of a judgment on paper; on the other hand, admission by certificate had the virtue of relying upon a judgment of the teachers acquainted with the pupil. In the North Central territory, a list of first-class schools meeting the standards of the Commission had become an accredited list throughout the Middle West. It was the impression of President MacLean that the accrediting system had raised the standard of work done in the schools, and that students were entering college with better average preparation. He cited as evidence statistics from the University of Pennsylvania which showed that, of those entering in the fall of 1901 by examination, 49 per cent were conditioned as against only 29 per cent of certificated students. In the general performance of college duties, President MacLean stated the certificated students excelled three to one at this same institution. Professor Whitney of the University of Michigan found that the average standing of the certificated students was more than one and one-half per cent higher than the examined student.¹ Professor T. Gregory Foster, in his report for the Alfred Mosley Commission, said the accrediting system of the Middle West was a most significant plan and one which unifies and strengthens the whole educational system. Professor Foster concludes with the statement, "The accrediting system is perhaps one of the most noteworthy contributions of America to educational progress."² Such was the contemporary opinions in 1906 of some of our leading educators regarding the system of accrediting established by the North Central Association of Colleges and Secondary Schools. One thing is certain, state barriers had been removed. Candidates certified for college in one state could pass freely into another and gain entrance to higher institutions. The links between secondary schools and higher institutions which had been gradually forged in the various states, now became a chain which reached across state boundaries, and provided the means by which young people from one state might find ready acceptance in the institutions of another.

Growth of the Association between 1895 and 1914.-- The North Central Association did not experience rapid growth in membership prior to 1910. It was founded in 1895 to serve as it name implies the north-central states. Seven of these states partici-

¹Ibid., p. 7.

²Ibid.

pated in its organization, viz., Michigan, Iowa, Illinois, Indiana, Ohio, Wisconsin, and Missouri. Nebraska, Kansas, and Minnesota were admitted in 1896; Colorado, in 1897; Oklahoma, in 1901; South Dakota, in 1905; North Dakota, in 1905; and Kentucky, in 1910. Although Oklahoma was a member of the association as early as 1901, this state held no secondary-school memberships during this period. Her affiliations were concerned with higher institutions of learning. Kansas retained secondary-school memberships from 1896 to 1899, inclusive, and none thereafter until the year 1915. Nebraska held no secondary-school memberships from 1900 to 1908.

Table 3 shows the memberships of secondary schools in the association by five-year periods and by states from the date of organization in 1895 to the year 1910, inclusive. In 1895, twelve secondary schools representing five of the charter states belonged to the association. This number reached sixty-five in 1899. There followed a decline reaching a low of forty-two in 1901. The previous figure of sixty-five was not surpassed until the year 1906, when eighty schools were enrolled. In 1910 a total of eighty-one member schools were enrolled, scattered over thirteen states. The association pursued a policy of accrediting schools which were not listed as members of the organization, and this list of accredited schools was considerably larger than the actual membership. This practice was discontinued later.

Thus, it is seen that prior to 1910, the growth in member secondary schools of the North Central Association had not been rapid. Although its boundaries had expanded greatly, so that it encompassed a large area, yet, comparatively speaking, the number of affiliated secondary schools was small. Nothing at this date indicated that within a period of thirty years the association would be counting its secondary-school memberships by the thousand, and that its sphere of influence would affect in some manner the lives of 1,654,831 pupils. A discussion of this state of the association's growth will be reserved until a later phase of this investigation.

Summary

The North Central Association of Colleges and Secondary Schools was organized in 1895. The incentive for its organization came from the School Masters' Club in Michigan which had been in existence for a number of years, and which had been organized for

TABLE 3

SECONDARY SCHOOL MEMBERSHIPS OF THE NORTH CENTRAL
ASSOCIATION THE PERIOD 1895 to 1910*

State	1895	1900	1905	1910
Colorado. . . .	..	1	1	1
Illinois. . . .	7	20	22	29
Indiana. . . .	1	4	6	5
Iowa.	0	0	0	2
Kansas.	..	0	0	0
Michigan. . . .	3	5	5	6
Minnesota. . . .	..	1	2	3
Missouri. . . .	0	4	5	3
Nebraska. . . .	..	0	0	1
Ohio.	1	8	14	20
Oklahoma. . . .	..	..	0	0
South Dakota. .	..	..	1	6
Wisconsin. . . .	0	4	4	5

*These data include member institutions only as distinct from the list of accredited schools.

the purpose of affording an opportunity for college and secondary-school men to meet for the discussion of common problems. The aims of the association crystallized in 1908 with the adoption of the following resolution setting forth the purposes of the Association:

The aim of the North Central Association of Colleges and Secondary Schools is, first, to bring about a better acquaintance, a keener sympathy, and a heartier coöperation between the colleges and secondary schools of this territory; secondly, to consider common educational problems and to devise best ways and means of meeting them; and, thirdly, to promote the physical, intellectual, and moral well-being of students by urging proper sanitary conditions of school buildings, adequate library and laboratory facilities, and higher standards of scholarship, and more adequate remuneration for teachers.

Original standards were concerned chiefly with the professional training of teachers, the teaching load, the library and laboratory facilities, and the morale of the school. Later other standards were adopted relating to the number of units required for graduation; the minimum number of teachers, the maximum number of pupils per teacher, and the submission of report forms. The trend in standards showed a broadening of interest and a tendency to lay less emphasis upon college entrance requirements. The direction of this trend pointed to an examination of the total purpose of secondary education and an effort to raise the quality of secondary schools generally. This effort to break away from the

immediate purpose of articulating colleges and secondary schools had a stimulating effect upon the future growth of the organization.

The association did not experience a rapid growth in the membership of secondary schools prior to 1910. The territory which the organization attempted to serve did increase greatly during this period. Starting with seven states as charter members, the number had increased to fifteen by 1910. The number of affiliated secondary schools, however, had increased to 81 only. Between 1898 and 1905, there was no increase in member schools. The North Central Association had not met with wide acceptance among secondary-school men during the first fifteen years of its existence. The basis had been laid, nevertheless, for a sphere of influence which was destined, within a comparatively short time, to reach into thousands of schools and affect in one way or another the educational experiences of a very large number of teachers and pupils.

CHAPTER V

STANDARDS OF THE NORTH CENTRAL ASSOCIATION OF COLLEGES AND SECONDARY SCHOOLS

The Period from 1910 to 1940

At the close of the first decade of the present century, fifteen states had affiliated with the North Central Association; Kentucky being the last to become a member of the organization in the year 1910. The state of Wyoming joined the list in 1916; Montana, in 1917; Arizona, in 1918; Arkansas, in 1924; and West Virginia, in 1925. It will be recalled that the growth in member schools, prior to 1910, had not kept pace with the large expansion in territory--the total membership of secondary schools standing at the figure eighty-one, as of that year. Mention was made earlier of a distinction between member schools and accredited institutions. The next thirty years witnessed a rapid acceleration in the growth of membership among the secondary schools of the twenty states which now comprised the association. The total number of accredited secondary schools was 2840¹ in 1940 enrolling a total of 1,654,831 pupils. Naturally, the standards of an association, affecting so many high schools and touching the lives of such a large number of young people, became increasingly important. In Chapter IV, the original standards set up for the accreditation of secondary schools were considered and their evolution during the first fifteen years of the association's history was traced. It will be the purpose of this chapter to treat the changes which took place in these standards between 1910 and 1940. Occasional reference will be made to standards prior to 1910 in order to provide the proper background for the information presented in this chapter.

Preparation of teachers.--It will be recalled that as early

¹"Proceedings, Commission on Secondary Schools," The North Central Association Quarterly, XV, No. 1 (1940), 76.

as 1902, the association began emphasizing the scholastic preparation of teachers. At that time teachers were required to possess a minimum of training equivalent to graduation from a college belonging to the North Central Association of Colleges and Secondary Schools, including special training in subjects to be taught. The standard was not to be retroactive.¹ In 1912, Standard 2 was modified to read as follows:

The minimum scholastic attainment of all secondary school teachers of academic subjects shall be equivalent to graduation from a college belonging to the North Central Association of Colleges and Secondary Schools. It is strongly advised that the attainment include, or be supplemented by, special study of the content and the pedagogy of the subject taught. Such requirements shall not be construed as retroactive.²

Prior to 1914, this standard had been chiefly concerned with college graduation and content and pedagogy of subject taught. The next revision introduced a new qualification which has had a very important meaning for schools of education as well as for the welfare of teachers. For the first time the association recognized the value and need of a specific amount of professional preparation. The principle invoked in 1914 has carried down to the present day with added emphasis as further modifications in this regulation will show. It should be noted, too, that in the revisions of 1914 distinction was made for the first time between academic and non-academic teachers. Heretofore, this standard had applied to all teachers. Standard 2 was changed at that time to read:

The minimum scholastic attainment of teachers of academic subjects shall be the equivalent to graduation from a college belonging to the North Central Association of Colleges and Secondary Schools. After 1915, the preparation of the teacher shall include at least 11 semester hours in education. This shall include special study of the subject matter and pedagogy of the subject taught. This requirement is not retroactive.³

Again in 1915, Standard 2 underwent some modification when it was left in the following form:

The minimum attainment of teachers of academic subjects shall be equivalent to graduation from a college belonging to

¹"Recommendations of the Sub-Committee on High School Inspection," Proceedings of the North Central Association, 1902, p. 36. Ann Arbor: The Association, 1902.

²"Standards of Accrediting Secondary Schools," Proceedings of the North Central Association, 1912, p. 29. Chicago: The Association, 1912.

³Ibid., 1914, p. 56.

the North Central Association of Colleges and Secondary Schools requiring the completion of a four-year course of study or 120 semester hours in advance of a standard four-year high-school course and including at least eleven semester hours of education. This shall include special study of the subject matter and pedagogy of the subject to be taught. (For the succeeding year the Board will interpret courses in education as the same courses are interpreted by the colleges or universities offering them, not more than six hours' credit being given for successful teaching experience.)¹

The professional qualifications of teachers continued to receive much attention from the Association. A more extended revision occurred in 1916, when this standard appeared as follows:

A--The minimum attainment of teachers of academic subjects shall be equivalent to graduation from a college belonging to the North Central Association of Colleges and Secondary Schools requiring the completion of a four-year course of study or 120 semester hours in advance of a standard four-year high-school course. Such requirement shall not be construed as retroactive. B--The minimum professional training of teachers of academic subjects is at least eleven semester hours in education. This should include special study of the subject matter and pedagogy of the subject to be taught. Such requirement shall not be construed as retroactive. C--If a teacher, new to a given high school, does not fully meet the requirement of the above standards but, in the opinion of the inspectors, possesses the equivalent of the training prescribed, the inspector shall submit to the Board of Inspectors, a statement concerning the training, experience, and teaching efficiency of the said teacher, together with his recommendation. The Board shall, on each case presented, make a decision.²

A slight revision of item C in Standard 2 occurred in 1917,³ when provision was made for the principal to submit a certified statement concerning teachers who did not fully meet the requirements of Standards 2A and 2B.

It should be noted that early forms of the standard relating to preparation of teachers made no mention of qualifications of superintendents, principals, and supervisors. Under the rules it was possible for an administrative officer to qualify with a type of preparation which would not satisfy the status of a teacher. In order to remedy this situation, Section D was added to this Standard in 1919. It contained this comment:

It is the opinion of the Association that supervisors of teachers of academic subjects should possess academic and professional training equal at least to that of the academic teachers whose work they supervise. In view of this fact, the Association desires to give notice that, in the near future,

¹Ibid., 1915, pp. 61-62.

²Ibid., 1916, pp. 94-95, 122.

³Ibid., 1917, pp. 118-19

it will establish standards regarding the qualifications of supervisors of teachers of academic subjects which shall be equivalent to those now maintained for the teachers of academic subjects.¹

The changes which took place in the standard relating to the professional training of teachers between 1924 and 1929 were mainly in the nature of refinements. At the annual meeting in the spring of 1925, notice was given that after September 1, 1925, the requirement regarding professional preparation of teachers of academic subjects, and supervisors of teachers of such subjects, would be raised to fifteen semester hours in education.² A more extensive revision in standards than any heretofore occurred in 1929.³ At that time, qualifications of superintendents and principals were mentioned specifically for the first time, and a regulation was introduced directing that all teachers of academic subjects in new schools and all new teachers of academic subjects be assigned to teach in the fields of their major or minor specialization in college preparation. A minor was interpreted as consisting of ten semester hours. A full text of this standard, as of 1929, follows:

Standard 7--Preparation of Teachers

All schools accredited by the association shall maintain the following standards respecting teachers:

(a) The minimum attainment of a teacher of any academic subject, of the supervisor of teachers of such subjects, of the superintendent, and of the principal, shall be college work equivalent to graduation from a college belonging to the North Central Association of Colleges and Secondary Schools.

(b) The minimum professional training of a teacher of any academic subject, of the supervisors of teachers of such subjects, of the superintendent and of the principal shall be fifteen semester hours in education.

Requirements (a) and (b) shall not be construed as retroactive within the Association.

(c) All teachers of academic subjects in new schools and all new teachers of academic subject in accredited schools must teach in the fields of their major and minor specialization in college preparation. A minor is interpreted as consisting of a minimum of ten semester hours.

¹Ibid., 1919 (not paged).

²Proceedings, Thirtieth Annual Meeting, North Central Association of Colleges and Secondary Schools, 1925, Part I, p. 44. Chicago: The Association, 1925.

³"Proceedings, Secondary School Commission," The North Central Association Quarterly, II, No. 1 (1927), 80.

(d) In all emergency appointments during the school year in which teachers do not fully meet standards 7a and 7b, the Commission will insist that these be temporary and for the remainder of the current year only. Such cases must be certified by the superintendent or principal, including a statement concerning the training, experience, salaries, and efficiency of such teachers.

The Association recommends the following types of courses as meeting the spirit of this standard: Educational psychology, principles of secondary education, theory of teaching, special methods in subjects taught, observation and practice teaching, history of education, educational sociology, and school administration and supervision. However, until professional courses are defined by the Association this Commission will accept as such only courses certified as education by the institution in which they are earned. The following are listed as academic subjects: English, mathematics, foreign languages, natural science, and social science. All other subjects will be considered as non-academic.¹

An important change occurred in item C of this standard at the meeting held in the spring of 1931. This change related to **specific** fields of preparation. Previously, this requirement contented itself with the simple statement that teachers must be assigned in the fields of their major or minor preparation and closed with the interpretation of a minor as representing a minimum of ten semester hours. When revised in 1931, this portion of this standard read:

(C) All teachers of academic subjects in new schools and all new teachers of academic subjects in accredited schools must teach only in those fields in which they have made adequate preparation.

The following criteria are set forth as indicating desirable minima by which a State Committee shall be guided:

English--15 semester hours

Foreign Language--15 semester hours in the language taught
Science--15 semester hours, of which five shall be in science taught

Mathematics--15 semester hours

Social Studies--15 semester hours which must include preparation in specific subjects taught

Deductions in the fields of foreign language and mathematics may be allowed to the extent of two semester hours for each unit earned in high school not to exceed a total deduction of six semester hours.²

For some time prior to 1932, new teachers of academic sub-

¹"Proceedings, Commission on Secondary Schools," The North Central Association Quarterly, IV, No. 1 (1929), 80.

²"Proceedings of the Secondary School Commission," The North Central Association Quarterly, VI, No. 1 (1931), 67.

jects were required to possess college training equivalent to graduation from a college belonging to the North Central Association. This pre-requisite worked a hardship on teachers with good preparation which had been obtained in institutions which had not affiliated with the Association. To partly remedy this situation, the Association in 1932 added the following note to Standard 7a:

Graduates of colleges not recognized by the North Central Association nor by any other regional accrediting agency may become eligible to teach in a secondary school accredited by the association by being admitted to graduate standing in an institution of higher education accredited by the Association, or by any other regional accrediting agency, and by completing successfully at least one summer term of not less than six weeks of graduate work. This part of the standard is not to apply to graduates of non-accredited colleges who desire to teach in the state where they graduated and where they are approved individually in accordance with the state plan.¹

At the same time the foregoing change occurred, two other minor changes took place. The word "senior" was inserted before college in the third line in section (a) of this standard, and the phrase "for the remainder of the current year only" in section (d) was changed to read "for the remainder of the current term or semester only."²

Standard 11, a new standard, relating to the preparation of superintendents appeared in 1933 in this form:

Preparation of Superintendent or Principal. The superintendent or the principal directly in charge of the supervision and administration of the high schools shall hold a Master's degree from a college belonging to the North Central Association, or the equivalent, and shall have had a minimum of six semester hours of graduate work in education, and a minimum of two years of experience in teaching or administration. This standard shall not be construed as retroactive within the association. This standard shall become effective for the school year 1934-35.³

Standard 11, relating to the preparation of the superintendent and principal continued as a separate standard for but three years. In 1936, it was incorporated in Standard 7, Preparation of Staff, and set up as section (e) of that standard. At the same time, the Association took definite action with regard

¹Ibid., VII, No. 1 (1932), 64.

²Ibid., pp. 64-65.

³"Proceedings, Secondary School Commission," North Central Association Quarterly, XIII, No. 1 (1933), 112.

to qualifications of librarians. At the meeting held that year, the following paragraph was added to Standard 7--Preparation of Staff: "The librarian in schools enrolling 1,000 or more pupils shall hold a Bachelor's degree from a recognized school of library science."¹

In 1937, the phrase "for the remainder of the current term or semester only," referring to temporary or emergency appointments, was changed to "for a period of time no longer than the remainder of the current year," a phraseology almost identical with that which existed prior to 1932.²

The overhauling of the criteria in 1938 left few of the standards untouched and many modifications were made in the requirements as to the preparation of the instructional and supervisory staff. Criterion 7 was changed to read:

CRITERION 7--Preparation of the Instructional and Supervisory Staff. (a) All members of the instructional and supervisory staff (except the administrative head of the high school whose college preparation is indicated under Criterion 6) possess the minimum general training assumed to be guaranteed by a Bachelor's degree from an institution of higher education approved by the North Central Association of Colleges and Secondary Schools or from an institution of equal standing. (Exceptions may be made when recommended by the State Committee in the case of teachers of certain industrial arts and trade courses who are legally qualified to teach in the state and who have had the apprenticeship training required in their respective trades.)

In evaluating the adequacy of the general preparation of the instructional and supervisory staff, State Committees will take into consideration the extent to which the staff as a whole has completed work beyond the Bachelor's degree, also the kind and distribution of college courses taken and the recency of their completion.

(b) The minimum professional training of individual members of the instructional and supervisory staff (excepting the administrative head of the high school whose professional training is indicated in Criterion 6) is fifteen semester hours of education. In the case of a teacher whose professional training consists of less than fifteen semester hours, the State Committee shall have discretionary power to waive this criterion if in its judgment the teacher is otherwise highly qualified and is doing clearly superior work. (Until professional courses are defined by the Association, the Commission will accept as such only courses certified as education by the institution in which they were earned.)

(c) All members of the instructional and supervisory staff

¹Ibid., XI, No. 1 (1936), 90.

²Ibid., XII, No. 1 (1937), 114.

are adequately prepared in those subjects and fields in which they are engaged.

All teachers in new schools making application for approval and all newly employed teachers in secondary schools now on the approved list of the Association shall, until such time as the Commission re-defines adequate preparation, have a minimum preparation for their respective teaching assignments in accordance with the following:

English, 15 semester hours

Foreign languages, 15 semester hours in the language taught

Science, 15 semester hours, of which 5 shall be in the science taught

Mathematics, 15 semester hours

Social studies, 15 semester hours, which must include preparation in specific subjects taught

Deductions in the fields of foreign language and mathematics may be allowed to the extent of 2 semester hours for each unit earned in high school not to exceed a total deduction of 6 semester hours.

In the case of teachers of subjects in such fields as agriculture, art and drawing, commerce, home economics, industrial arts, music, physical education, and speech, it shall be the responsibility of the State Committee to satisfy itself that teachers of subjects in these fields are relatively as well qualified as are those for which the minimum preparation is specified above. In judging the adequacy and comprehensiveness of the preparation of teachers, the State Committee shall take into consideration the amount of preparation in excess of the minimum specified above in the case of all teachers holding a major teaching assignment, namely, the teaching of two or more sections, or more than 30 pupils, in a particular field.

Note: Graduates of colleges not recognized by the North Central Association nor by any other regional accrediting agency may become eligible to teach in a secondary school accredited by the Association by being admitted to graduate standing in an institution of higher education accredited by the Association or by any other regional accrediting agency, and by completing successfully not less than six semester hours of graduate work. This part of the standard is not to apply to graduates of non-accredited colleges who desire to teach in the state where they graduated and where they are approved individually in accordance with the state plan.¹

The revisions of 1938 introduced a number of new features affecting preparation of staff. Heretofore requirements had been administered with academic teachers chiefly in mind. The expression "academic teachers," had appeared repeatedly in the standards. It was possible up to this time for commercial teachers, home economic teachers, art teachers, and shop instructors to teach

¹"Proceedings, Commission on Secondary Schools," The North Central Association Quarterly, XIII, No. 1 (1938), 103-04.

without degrees and without the professional preparation required of academic teachers. The new provisions omitted all mention of academic teachers as such and brought within the jurisdiction of the standard all teachers. This change was a significant one and the effect upon the preparation of all new teachers in vocational fields has been far-reaching. Vocational teachers seeking advancement and change of locations are now very greatly handicapped unless they have reached the requisite professional attainments.

No further changes were made in the standards governing the qualifications of the instructional staff during the period under study, and the requirements which administrative officers must meet likewise remained without modification. The thirty years between 1910 and 1940 witnessed many revisions in this standard and with each change came a strengthening of the qualifications of those who were to guide the development of our young people through the secondary school.

Instruction and spirit.--It will be recalled that the universities, in their plans for accreditation, began as early as 1890 to mention the spirit and moral tone of an institution as a factor in determining its merits. It seems natural, therefore, that the North Central Association should enter into this aspect of the situation when standards for approval of schools were first considered. In the original standards this reference to instruction and spirit is found: "The efficiency of instruction, the acquired habits of thought and study, and the general intellectual and ethical tone of the school are of paramount importance, and therefore only schools which rank well in these particulars, as evidenced by rigid, thorough-going, sympathetic inspection, should be eligible to the list."¹ Little change occurred, in the revisions of 1906, affecting this standard, and it was repeated each year without modification for an extended period.

In 1920, Standard 4 appeared in this form: "The efficiency of instruction, the acquired habits of thought and study, the general intellectual and moral tone of a school are paramount factors and therefore only schools which rank well in these particulars, as evidenced by rigid, thorough-going, sympathetic inspection, shall

¹"Report of Commission on Accredited Schools," Proceedings of the North Central Association, VII, 36. Ann Arbor: The Association, 1902.

be considered eligible for the list."¹ The wording of this standard remained the same as just quoted until the Annual Meeting of the Association in 1927, when "the coöperative attitude of the community" was included as one of the "paramount factors."²

Few commitments of the Association have stood the test of time with as little modification as has the Standard on Instruction and Spirit. Not a single letter of change occurred after 1927 until the extensive revisions of 1938 when the concluding phrase "sympathetic inspection, shall be considered eligible for the list" was changed to read in this fashion: "sympathetic evaluation, are considered eligible for the list of schools approved by the Association."³ The year 1940 closed without any further additions or alterations affecting this standard. Should one go back to its original provisions in 1902 and compare the language and the meaning of the standard of that day with that in force thirty-eight years later, he would find no changes of consequence in the meaning and very little variation in the actual wording of the passages.

Buildings.--The only reference to buildings in the original standards was that contained in the regulation referring to equipment of libraries and laboratories. In 1907 prominence was given to this requirement through the insertion of Standard 5 which follows: "The location and construction of the buildings, the lighting, heating, and ventilation of the rooms, the nature of the laboratories, corridors, closets, school furniture, apparatus, and methods of cleaning must be such as to insure hygienic conditions for both pupils and teachers."⁴ In 1919, the Association began to give some attention to more rigid enforcement of requirements respecting adequate material facilities. The following paragraph was attached to Standard 5 at that time:

During the period of the war, the association has been

¹"Report of Commission on Secondary Schools," Proceedings, North Central Association, XXV, 37-A. Ann Arbor: The Association, 1920.

²"Proceedings, Commission on Secondary Schools," North Central Association Quarterly, II, No. 1 (1927), 57.

³Ibid., XIII, No. 1 (1938), 101.

⁴"Report of Commission on Accredited Schools," Proceedings of the North Central Association, XII, 56. Urbana: The Association, 1907.

somewhat lenient in demanding the correction of evils traceable to inadequate building conditions. Beginning with 1921, however, all schools whose buildings are inexcusably inadequate and lacking in modern equipment may expect to have North Central Association accrediting privileges withheld from them.¹

In 1920, instructions regarding buildings were located in Standard 1, without other change except for the following addition: "All schools whose buildings are inexcusably inadequate and lacking in modern equipment may expect to have the North Central Association accrediting privileges withheld from them."²

An addition was made to this standard in 1921 which had reference to the amount of training a librarian should possess. This addition read: "The association recommends the appointment of a trained librarian for each high school employing ten or more teachers."³ This statement marks the beginning of a long series of discussions relative to the necessary qualifications of high-school librarians. It is difficult to understand why a commitment of such importance should be attached as a rider to a building regulation. This situation was remedied in 1924, when the library was given special recognition in Standard 2, as explained on page 90.

Standard 1 relating to buildings underwent considerable modification in 1931 when it was made to read as follows:

Standard 1--The School Plant, Sanitation, Janitorial Service.

(a) The school plant shall be adequate for the number of pupils enrolled and the program of studies offered.

(b) The lighting, heating, and ventilation of the building, lavatories and toilets, wardrobes and lockers, water supply, school furniture, location of the class rooms, shops and laboratories, and janitorial service shall be such as to insure hygienic conditions for pupils and teachers.

Paragraph (c) was added to this standard in 1938. It appeared in the following form:

Provision is made for the safeguarding of dangerous power machinery with which pupils come in contact. Proper steps for protecting pupils against injuries are taken in laboratories, shops, gymnasiums, and other parts of the building or grounds

¹"Minutes, Commission on Secondary Schools," Proceedings of the North Central Association, XXIV (not paged). Chicago: The Association, 1919.

²Ibid., XXV (1920), 37-A.

³Ibid., XXXVI (1921), 21.

where accidents are likely to occur.¹

No further changes were made in this standard during the period under investigation. It is evident that from the beginning the framers of resolutions on this subject were interested in the maintenance of hygienic conditions, and this concern persisted throughout the years. The addition of paragraph (c) in 1938 was apparently made necessary by the increasing interest shown in types of training involving power machinery with the attendant danger of accidents.

Library and laboratory facilities.--The importance of adequate library and laboratory facilities received the attention of the Association soon after its founding. The original standards, adopted in 1902, carried the following admonition: "Laboratory and library facilities should be adequate to the needs of instruction in the subjects taught as outlined in the report of the Commission on Accredited Schools."² A slight change occurred in the wording of this regulation in 1906, but the meaning remained the same. In 1906, this standard read: "The laboratory and library facilities shall be adequate to the needs of instruction in the subjects taught as outlined by the Association."³ In 1920 the phrase "needs in subjects as outlined by the Association" was changed to "needs of instruction in subjects taught." This change in phraseology, although slight, carries considerable meaning. It shows a tendency of the Association to recognize subject matter which had not been outlined by that body, and which might grow out of needs of particular communities.

Until 1924, requirements concerning libraries and laboratories appeared under the standard relating to buildings. In 1924 a criterion governing these situations was set up in Standard 2 which read: "The library and laboratory facilities must be adequate to meet the needs of instruction in all courses offered. The li-

¹"Proceedings, Commission on Secondary Schools," North Central Association Quarterly, XIII, No. 1 (1938), 101.

²"Report of Commission on Accredited Schools," Proceedings of the North Central Association, VII, 36. Ann Arbor: The Association, 1902.

³"Report of Board of Inspectors," Proceedings of the North Central Association, XII, 125. Columbus: The Association, 1906.

brary should be classified and catalogued, and an annual inventory should be made of laboratory and shop equipment."¹

No change occurred in Standard 2 between 1924 and 1931.

At the Annual Meeting of the Association held in the spring of the latter year, Standard 2 was revised to read in this fashion:

Standard 2--Science Laboratories and School Library.

(a) Science Laboratories. The laboratory facilities, the size of the laboratory, the equipment, instructional apparatus, materials, supplies, maps and charts must be adequate to meet the needs of instruction for all those courses involving laboratory work.

(b) The School Library. The number and kind of books, reference materials and periodicals must be adequate for the number of pupils enrolled and must meet the needs of instruction in all courses of study offered. The library must be easily accessible and the books shall be classified and catalogued.²

Standard 2--Science Laboratories and School Library--was revised extensively in 1938. It emerged as Criterion 3--Instructional Equipment and Supplies and Criterion 4--The School Library and Library Service. Criterion 3 was worded in the following manner:

Instructional equipment and supplies, such as science laboratory apparatus, laboratory tables and demonstration desks; tools and machinery; gymnasium equipment and supplies; equipment for home economics and agricultural laboratories; equipment and supplies for commercial rooms, art rooms and music department; visual aids equipment; maps and charts, are adequate to meet the needs of instruction for all courses offered.

Ample provision is made for the safeguarding, systematic arrangement, and care of all materials, supplies, and apparatus used in the instructional program. Good housekeeping will be regarded as essential to good instruction.³

Criterion 4--The School Library and Library Service--afforded a much greater degree of prominence to the library than had been shown heretofore. It combined the floating requirement as to equipment and qualifications of librarians, together with additional provisions into one criterion and stated the situation as follows:

The number and kind of books, reference material, and mag-

¹"Report, Commission on Secondary Schools," Proceedings of the North Central Association, XXIX, 33. Chicago: The Association, 1924.

²"Proceedings, Commission on Secondary Schools," North Central Association Quarterly, VI, No. 1 (1931), 66.

³Ibid., XIII, No. 1 (1938), 101.

azines are adequate for the number of pupils enrolled and meet the interests of the pupils and the needs of instruction in all courses offered.

The library is easily accessible to pupils, adequate in size, and attractive in appearance. The books are classified and catalogued.

The library is under the direction of a properly qualified person

(a) In schools enrolling more than 800 pupils, the high school library is under the direction of a High-School Librarian, namely, one who is a graduate of an approved library school which requires as a part of, or in addition to the four years required for a degree, at least one full year of professional library training.

(b) In schools enrolling from 400 to 800 pupils, the one in charge of the high-school library is either a high-school librarian, as defined above, or a Teacher-Librarian, namely, a person who is qualified as a member of the teaching staff and who has completed a minimum of eight hours of training in library methods, including instruction in classification of books.

(c) Provision is made for an adequate number of assistants to the librarian

(d) The high-school librarian is recognized as a member of the teaching force.¹

Few other standards have given rise to more discussions in recent years than has the library standard. The training of librarians and the amount of money to be spent per pupil have constituted the main problems. At the Annual Meeting of the Association in Chicago, April 4, 1940, the Committee of Seven, of the Commission on Secondary Schools, recommended certain changes in Criterion 4--The School Library and Library Service. The Commission at that time directed the Committee to submit its recommendations as a referendum to member schools which advice was followed in the autumn of 1940.

McVey,² who was a member of the Committee of Seven, submitted a report on the library referendum to the Commission on Secondary Schools at its next meeting. Since the issues involved in this report bring out so clearly the nature of the difficulties experienced in the administration of this standard, it is believed best to quote rather freely from it. Excerpts from this document showing nature of questions asked in the referendum, together with

¹Ibid.

²William E. McVey, "Report of the Results of Referendum on the High School Library," The North Central Association Quarterly, XVI (October, 1941), 208-10.

results follow:

a. Do you favor leaving Criterion 4 unchanged with the adequacy of the library left to the judgment of the State Committee?

The vote on this question was as follows: Yes, 2, 104. No, 592.

b. Do you favor requiring that each school expend annually 50 cents per pupil for books and magazines, provided no school with an enrollment under three hundred shall expend less than \$150?

On this proposal there were cast 1,813 votes in the affirmative and 813 in the negative.

c. Do you favor determining the minimum expenditure of funds for the library on the basis of the pupil enrollment?

The result of this ballot showed 1,792 affirmative votes and 750 negative votes. Schools voting in the affirmative on the last proposal named above, were requested to indicate the minimum expenditure of funds for library purposes which they would favor on the basis of the pupil enrollments in their particular schools. The responses on this question showed considerable diversity of opinion, even within schools of the same classification as to size. For example, the average amount of expenditure favored by nine schools in Minnesota with enrollments under two hundred was \$1.89; in contrast to this, twenty-five schools in North Dakota favored an expenditure of 66 cents per pupil. In the class of schools above one thousand in enrollment, eighteen schools in the state of Michigan favored an expenditure of 50 cents per pupil, whereas thirty-eight schools in Ohio favored an expenditure of 15 cents per pupil.

Member schools favored expenditures per pupil for library purposes as shown by the mean of the figures reported as follows:

Range	Number of Schools	Mean Expenditure Per Pupil
0-199. . .	497	.92
200-499. . .	694	.60
500-999. . .	294	.58
1000 and above	215	.39

d. Do you favor requiring schools with an enrollment of less than four hundred to employ a librarian or teacher-librarian who has completed a minimum of six semester hours of training in library methods?

There were 1,715 votes cast in favor of this proposal, and 904 against it.

e. Do you favor increasing the amount of training in library methods from the present requirements of eight semester hours to twelve semester hours for librarians and teacher-librarians in schools with enrollments of 400-800 pupils?

The summary of votes on this proposal showed 1,583 member schools in favor, and 732 opposed.

An analysis of the figures here presented shows an overwhelming majority of member schools in favor of no change in Criterion 4; by a majority almost as large, they favor an expenditure of 50 cents per pupil, provided no school spends less than \$150 per year. Since 2,696 schools voted on the first proposal and 2,629 on the second, it would seem that a large number of schools were voting both to leave the matter to the State Committee and to require a minimum expenditure of 50

cents per pupil.¹

Records.--The first standard having to do with record keeping appeared in 1924. It was known as Standard 3 and read: "Accurate and complete records of attendance and scholarship must be kept in such form as to be conveniently used and safely preserved." It is rather surprising that this standard did not appear earlier since university accreditation had taken this matter into consideration for many years. For fourteen years it remained without the change of a single word in the original Standard laid down in 1924. In 1938, during the extensive revision, it was elaborated upon and restated as follows:

Criterion 5--School Records. Accurate and complete financial data and personnel records are kept in such form as to be conveniently used and safely preserved. The personnel record for each pupil should contain such essential data as courses taken with some valid indication of the quality of work done in each such course. Additional data secured from standardized tests, anecdotal records, parent or pupil interviews, personnel questionnaires, etc., may be added to the individual record to the degree that the facilities of the school permit. It may also include other information which the school considers valuable.

An official transcript (or a certified copy) of the college preparation of each teacher is kept on file in the office of the administrative head of the high school. All information submitted in the annual report which pertains to the preparation of teachers is secured from such official records. By an official transcript is meant the institutional credit record signed by the registering officer of the higher institution certifying the credits.²

The Commission on Secondary Schools has interpreted the safe keeping of records to mean that a fire-proof vault shall be provided. The danger of destruction of records from fire lends much importance to this provision. The requirement regarding the filing of the official transcripts of teachers insures greater accuracy in reporting the qualifications of new teachers, and protects both teachers and superintendents from the misunderstandings which occasionally arise over matters in connection with the actual preparation of staff members.

Salaries.--At the meeting of the association held in 1919, one entirely new standard was adopted. This standard related to

¹Ibid.

²"Proceedings of the Commission on Secondary Schools," North Central Association Quarterly, XIII, No. 1 (1938), 101-02.

salaries of teachers and appeared as No. 11 in the following form:

No school shall hereafter be accredited whose salary schedule is manifestly inadequate. The interpretation of this requirement shall be a matter of special responsibility for the state committees.¹

This requirement was revised in 1920, and published as Standard 5 which said:

No school shall hereafter be accredited whose salary schedule is not sufficient to command and retain teachers whose qualifications are such as required by this association. The interpretation of this requirement shall be a matter of special responsibility for the State Committee.²

No change occurred in the wording of this standard until 1935. For a number of years it had been appearing as Standard 6. In 1935, it underwent material modification and was made to read:

Standard 6--Selection and Tenure of Teachers. The policy of the board of education shall be such as to attract and retain the services of well qualified and competent teachers. The interpretation of this requirement shall be a matter of special responsibility for the State Committee.³

To the above was added in 1937: "It shall also be the policy of boards of education under which member schools operate to employ teachers only upon the recommendation of the administrative head of the system."⁴

The revisions of 1938, made many modifications in Standard 6, now Criterion 6. It was renamed--The Policies of the Board of Education, the Administration of the School, and its Financial Support. The new criterion covered the following points:

(a) The policies of the board of education are such as to attract and retain the services of well-qualified and competent teachers. It is the policy of the board of education under which member schools operate to employ, promote, demote, and discharge teachers only upon the recommendation of the administrative head of the system. The working relationships between the board of education and the administrative head of the system as well as between the administrative head of the system and the principal of the secondary school are such as

¹"Minutes, Commission on Secondary Schools," Proceedings of the North Central Association, XXIV (not paged). Chicago: The Association, 1919.

²Ibid., XXV, 37-A.

³"Proceedings, Commission on Secondary Schools," North Central Association Quarterly, X, No. 1 (1935), 98.

⁴Ibid., XII, No. 1 (1937), 104.

to insure the efficient and successful administration of the school.

In case of any deviation from this policy, the board of education shall submit evidence in writing to the State Committee showing that the action taken was clearly to the best interests of the school.

(b) The administration of the school is such as to insure a well-organized and well-disciplined school, efficiently and intelligently supervised, and meeting the needs and interests of the pupils enrolled and of the community. Permanency of organization and of the teaching staff, as shown by the past history of the school, its enrollment, the attitude and support of the community are matters which will be taken into consideration in determining whether the school is meeting the conditions for eligibility to the approved list.

The secondary school is under the direction of a well-trained and competent school administrator who possesses as a minimum a Master's degree from an institution of higher education accredited by the North Central Association of Colleges and Secondary Schools or by one of the other regional accrediting associations and whose college preparation includes an appropriate distribution of courses on the graduate level covering those phases of the school administrator's work which are professional in character, such as, secondary school administration, curriculum making, the supervision of instruction, personnel and guidance, methods of teaching, educational psychology, philosophy of education, and the financial administration of secondary education.

In school systems where the administrative head of a secondary school is responsible to a superintendent or to an administrative head of the school system, such superintendent or administrative head of the school system has a Master's degree, as indicated above, including a similar and appropriate distribution of professional courses on the graduate level.

The principal or superintendent directly in charge of the secondary school has ample time during the school day for the administration and supervision of the school.

The administrative head of the school system has the power, delegated by the board of education, to make all assignments of teachers.

In a secondary school approved by the Association, the administrative head of the school is held responsible for seeing that all special activities, such as athletics, band, and various kinds of contests, contribute most effectively to the school's educational program.

(c) The financial condition of the school district or governing board is such that it is possible for the school to maintain all conditions for eligibility to the list of schools approved by the Association. The State Committee will be held responsible for determining whether the school is financially able to meet the conditions for approval.¹

The standard on salaries, which in the beginning was given but brief mention, became in the course of time one of the most

¹ "Proceedings, Commission on Secondary Schools," North Central Association Quarterly, XIII, No. 1 (1932), 102-03.

important pronouncements of the Commission on Secondary Schools. The references to boards of education and their policies have had a very wholesome effect upon the relationships between that body and the administrative heads of the schools. The Association has not hesitated to warn schools violating these provisions, and it is apparent that this standard has wielded a potent influence in the direction of eliminating politics from school affairs. Much remains yet to be done in certain situations, but the problem has been approached, and its solution is nearer than ever before.

Teaching load.--Another standard which has occupied the attention of the Association from time to time is that relating to teaching load. The original standard, adopted in 1902, read: "Your committee advises that the number of daily periods of classroom instruction should not exceed five, each to extend over a period of forty-five minutes."¹ After the revision of 1906, the wording of the same requirement appeared as follows: "The number of daily periods of class-room instruction given by any one teacher should not exceed five, each to extend over at least forty minutes in the clear."²

Again in 1909, a change occurred in this standard with this result: "Daily periods should not exceed five, each over forty minutes in the clear. More than twenty periods a week should be discouraged."³ The next revision of consequence in this standard appeared in 1916, when changes were made quite generally. The Association at that time replaced the old requirements with Standards 3 and 9 which set up the following restriction:

Daily periods shall not exceed five, each to extend over forty minutes in the clear. The Association holds that no teacher should be required to conduct more than thirty classroom exercises or recitations a week; it advises the maximum should be twenty-five exercises a week.

For interpreting this standard in connection with laboratory work in science and vocational subjects as hereafter defined, and in connection with study room supervision, a double

¹"Report of Commission on Accredited Schools," Proceedings of the North Central Association, VII, 36. Ann Arbor: The Association, 1902.

²"Report of the Board of Inspectors," Proceedings, North Central Association, VII, 125. Columbus: The Association, 1906.

³"Standards of Admission," Proceedings of the North Central Association, XIV, 60. Chicago: The Association, 1909.

period may be counted as the equivalent of one class exercise, provided that no combination of such work amounting to more than thirty-five periods a week be required of any teacher.¹

At the same time, schools were advised that the Board of Inspectors would reject all schools having more than six recitation periods per day for any teacher.

During these years, the subject of supervised study was receiving a great deal of attention, and the length of the recitation period was being extended in many schools as necessary adjustments to a schedule of this character. In order to cope with this situation, the Association, in 1917, went on record in this fashion:

Additional time added to the recitation period as defined under present North Central Association standards, for the purpose of supervised study, shall not be interpreted to mean a double period but a single recitation-study period. Of such periods the Association holds that not more than twenty-five per week shall be required of any teacher with the advice that the maximum should be twenty per week.²

In 1920, the wording of the standard covering the teaching load appeared in a somewhat more condensed form, certain features having been omitted. At that time, it appeared as Standard 7:

(a) The number of daily periods of class-room instruction given by any teacher of academic subjects shall not exceed five. The Commission will reject all schools having more than six recitation periods per day for any teacher.

(b) The minimum length of a recitation period shall be forty minutes exclusive of all time used in the changing of classes or teachers.

For interpreting this standard in connection with laboratory work in science, and in connection with study room supervision, a double period may be counted as the equivalent of one class room exercise for teachers of academic subjects, provided that no combination of such work amounting to more than thirty-five periods a week be required of any teacher.³

In 1922, the Association raised the maximum number of daily periods of class-room instruction which an academic teacher might be privileged to meet to six.

Between 1920 and 1930, the criterion governing teaching

¹"Standards of Accrediting Secondary Schools," Proceedings of the North Central Association, XXI, 94-95. Chicago: The Association, 1916.

²Ibid., XXII (1917), 119.

³"Regulations and Standards for Accrediting Secondary Schools," Proceedings of the North Central Association, XXV, 38-A. Chicago: The Association, 1920.

load underwent various changes. A revision in 1924 left it in the following form:

The Teaching Load. Factors conditioning the efficiency of instruction are: (1) the pupil-teacher ratio as shown by the average daily attendance; (2) the number of classes taught by the teacher; (3) the number of student hours per teacher; (4) the number of students in the class. The Association recommends the following as norms: 1. The pupil-teacher ratio, 25 to 1; 2. the number of classes taught by the teacher, 5 daily; 3. the total number of pupil periods per day, 150 per teacher; 4. the number of students in a class, 25.

An average attendance in excess of thirty pupils per teacher, or more than one hundred sixty pupil hours per teacher, shall be considered a violation of this standard. For interpreting this standard the principal, vice-principals, study hall teachers, vocational advisers, librarians, and other supervisory officers may be counted as teachers for such portion of their time as they devote to the management of the high school. In addition such clerks as aid in the administration of the high school may be counted on the basis of two full-time clerks for one full-time teacher.¹

The above revision reveals a number of new conditions: the pupil-teacher ratio is brought into prominence, the number of pupil-periods per day enters as a factor, and provision is made for taking into account administrative officer, advisors, clerks, and librarians in calculating the pupil-teacher ratio. The factors just enumerated have remained in force, with slight variations, to the present and still constitute situations of considerable import to the schools. Items, numbered 4, of the factors conditioning efficiency and referring to size of class, were omitted from the standards in 1926. The word "attendance" was changed to "enrollment." The Association seems to have difficulty in deciding which of these terms to use in various instances relating to standards.

In 1928, Standard 8--The Teaching Load--was shortened considerably and remained with only the last full paragraph of the standard as it stood in 1924.² The other provisions in the standard which related to pupil-teacher ratio, the number of classes to be taught daily, and the number of pupil-periods per day remained the same but had been transferred to the list of recommendations. It might well be explained here that standards of the North Central

¹"Regulations and Standards for Accrediting Schools," Proceedings of the North Central Association, XXIX, 34. Chicago: The Association, 1924.

²"Proceedings, Commission on Secondary Schools," North Central Association Quarterly, III, No. 1 (1928), 86.

Association may be violated only upon penalty of "warning"; recommendations are guiding principles and schools violating such recommendations may be "advised" against such procedures by the Association. It is the policy of the Association to drop schools which violate the same standard or criterion during consecutive years, while schools may be advised a second time if conditions appear to warrant such a procedure. The transfer of a part of the criterion governing the teaching load from standards to recommendations represents, in a measure, a backing away from rigid enforcement of the requirements regulating the amount of work which teachers should do.

No change of any consequence took place in this standard prior to 1940, the close of the period under study. Some portions of the standard, which were transferred to recommendations, became subjects for heated controversy during the depression years of the early thirties when because of adverse financial conditions schools found difficulty in maintaining the required pupil-teacher ratio. These situations will be discussed further in connection with the treatment of the recommendations of the Commission.

The pupil load.--The mention of pupil load did not occur in the original standards, neither did it receive attention in any of the earlier revisions of the standards. In 1909 this sentence was added to Standard 1 relating to units required for graduation: "More than twenty periods per week should be discouraged."¹ The following modification occurred in 1917: "More than twenty periods per week for any pupil should be discouraged, except in the cases of pupils having more than average ability."² In the revision of 1920, a statement was inserted as a third paragraph in Standard 3, which relates to the number of units required for graduation. This reference to pupil load, in the standards of 1920, follows: "More than twenty periods per week of academic subjects, or twenty-five periods including vocational subjects, exclusive of choral music and physical training, should be discouraged except in the cases of pupils having more than the average ability."³

¹"Standards of Admission," Proceedings of the North Central Association, XIV, 60. Chicago: The Association, 1909.

²Ibid., XXII (St. Louis:1917), 118.

³Ibid., XXV (Chicago: 1920), 37-A.

In 1924, the expression of the attitude of the Association in regard to pupil load appeared for the first time as Standard 9 and was formulated in this manner:

Four unit courses, or the equivalent as defined in Standard 4, shall be considered the normal amount of work carried for credit by the average or medium student. Only those students who have passing grades in each subject studied during the preceding term, and who rank in the upper twenty-five per cent of their classes may be allowed to take more than four units for credit.¹

This standard remained without modification for a considerable period. By 1930 the only change, which had been made, consisted in the omission of the words, "It is advised," from next to the last sentence in the paragraph. The following year that portion of the standard relating to student rankings was changed to read: "It is advised that only such students as rank in ability in the upper twenty-five per cent of the student body may be allowed to take more than four units for credit." It may be assumed that framers of this standard reached the conclusion that students who had failed in one or more of their subjects during the preceding semester were not likely to rank in the upper quarter of their classes.

The next change occurred in 1934, when next to the last sentence in Standard 9 was made to read: "Only such students as rank in ability in the upper twenty-five per cent of the student body may be allowed to take as many as five units of credit."

At the close of the period under study, the full text of Criterion 9--The Pupil Load--appeared in this form:

Four unit courses, or the equivalent, as defined in regulation 6, are considered the normal amount of work carried toward graduation by the average pupil note: [a reasonable activity program which is carried by the pupil, with or without credit, may be excepted]. Only such pupils as rank in ability in the upper twenty-five per cent of the school's enrollment may be allowed to carry for credit as many as five units or the equivalent. A different practice in any school approved by the State Committee may be accepted by the Association.²

Athletics.--Athletics was not recognized in the standards until 1931. At that time the Association prescribed certain rules

¹Ibid., XXIX (1924), 34.

²"Proceedings, Secondary School Commission," The North Central Association Quarterly, XV, No. 1 (1940), 75.

governing participation in athletics which were designated as Standard 10--Athletics--and stated as follows:

No accredited school shall participate in any national or interstate athletic meet or tournament or in any invitational athletic tournament or meet not approved by the state athletic association. Accredited schools not eligible to membership in the state athletic association are accepted.¹

In the revisions of 1938, what was known as Standard 10 in 1931 became Criterion 10 entitled, "The Educational Program," and was formulated in the following manner:

Criterion 10--The Educational Program. (a) Program of Studies. The school's program of studies, the organization of curricula, and the daily schedule are such as to meet reasonably well the needs and interests of the pupils enrolled.

(b) Allied Activities Program. The program of activities is such as to meet the interests and needs of the pupils and is so planned as to contribute effectively to the educational program.

(c) Guidance. In judging an educational program, the effectiveness of the guidance service in helping pupils to adjust themselves to the environment of a complex civilization is regarded as an important factor.

(d) Outcomes. In the evaluation of an educational program, special attention is given to the various kinds of evidence indicating that desirable outcomes are attained.

(e) The School and Community. The extent to which a secondary school is successful in establishing itself as an educational and recreational community center is taken into consideration in its evaluation.²

Units required for graduation.--In its first report to the Association on March 28, 1902, the Commission on Accredited Schools made three recommendations affecting standards all of which pertain to unit courses of study. These recommendations follow: (1) A unit course is defined as a course covering a school year of not less than thirty-five weeks, with four or five periods of at least forty-five minutes each per week. (2) The graduation requirements of the high school and entrance requirements of the college shall include fifteen units as above defined. (3) All high-school curricula and all requirements for college entrance shall include as constants three units of English and two units of mathematics.³

¹Ibid., VI, No. 1 (1931), 68.

²Ibid., XIII, No. 1 (1938), 104.

³"Report of the Commission on Accredited Schools," Proceedings of the North Central Association, VII, 8. Ann Arbor: The Association, 1902.

It was quite natural for the Commission on Accredited Schools to turn its attention immediately to matters which related to unit courses, graduation requirements, and so forth. For a quarter of a century, this had been one of the chief problems confronting colleges in their efforts to adjust college admission requirements to conditions in the secondary schools.

Slightly greater emphasis was placed upon this standard in 1906, when it appeared in the following form: "No school shall be accredited which does not require fifteen, as defined by the Association, units for graduation."¹ In 1912, the standards defined a unit course as a course covering an academic year that shall include in the aggregate not less than the equivalent of one hundred and twenty sixty-minute hours of class-room work, two hours of manual training or laboratory work being equivalent to one hour of class-room work.² In 1916, the following provision was added: "The school year shall consist of a minimum of thirty-six weeks, such standard to be in effect on and after September 1, 1918."³

The 1926 edition of the standard relating to units required for graduation appeared in the following form as Standard 4:

No four-year high school that does not require fifteen units or more for graduation and no three-year high school that does not require eleven units or more for graduation shall be accredited. The school year shall consist of a minimum of thirty-six weeks. The minimum length of the recitation period shall be forty minutes, exclusive of all time used in changing of classes or teachers. A unit course of study in a secondary school is defined as a course covering an academic year that shall include in the aggregate not less than the equivalent of one hundred twenty sixty-minute hours of class-room work--two hours of shop or laboratory work being equivalent to one hour of prepared class-room work.⁴

In 1936, the following paragraph was added to Standard 4--Requirements for graduation: "Units of credit assigned upon a basis of qualitative attainment approved by the State Committee may be accepted in lieu of this quantitative definition of a unit."⁵ Instructions regarding units required for graduation were trans-

¹Ibid., Vol. XI, 1906.

²Ibid., XVII, 29.

³Ibid., XXI, 94-95, 122.

⁴"Proceedings, Commission on Secondary Schools," The North Central Association Quarterly, I, No. 1 (1926), 47-48.

⁵Ibid., XI, No. 1 (1936), 89.

ferred from Standards to Regulations in the revision of 1938. This transfer was made without change in the meaning and content of requirements, and no further modification took place prior to the year 1940.

Program of studies.--At the first annual meeting of the Association, Richard H. Jesse, then President of the University of Missouri, proposed three standards for judging the merits of a secondary school, one of which referred to the program of studies.¹ At that time, President Jesse said: "Well arranged courses of study, the last four years of which are devoted chiefly to Latin, Greek, French, German, English, history, algebra, geometry, and science" are pre-requisites "to the unquestioned recognition of a secondary school." Great interest was shown in discussions of this subject at the second annual meeting held in 1897, and again at the third meeting of the association. At the latter meeting the following resolution was adopted:

Resolved that in both secondary schools and colleges, such courses of study should be provided as will offer to every student the best advantages, within reasonable limits, for the highest development of those talents with which he has been endowed, and that to this end studies should be arranged under the following heads, viz.: (1) languages, (2) mathematics, (3) natural and physical sciences, (4) history and literature, (5) civics and economics; further, that while students should, in general, be encouraged to maintain a reasonable balance between these, the courses should be so plastic as to permit alternative options, with a view to their adaptation to the individual capacities and purposes of students.²

The program of studies received further attention at the fifth meeting of the Association held in St. Louis in the year 1900. A committee reported at that meeting in favor of a four-year curriculum for secondary schools which should include as constants (1) two years' work in English, (2) two years' work in mathematics, (3) one year's work in science, (4) one year's work in history, or six out of sixteen units, the other ten being elec-

¹Richard H. Jesse, "What Constitutes a College and What Constitutes a Secondary School," Proceedings of the North Central Association, I, 26. Chicago: Reprint from School Review, 1896.

²Proceedings of the North Central Association of Colleges and Secondary Schools, VIII, 5. Ann Arbor: The Association, 1903.

tive. The records do not reveal whether this committee report was adopted.¹

The revision of the standards in 1906 omitted specific mention of the program of studies other than what might be gleaned from the requirement relating to the number of units required for graduation. In 1912, as a part of Standard 7, this mention of subjects to be taught is made: "The association recommends the introduction of so-called vocational subjects, such as Agriculture, Manual Training, Household Arts, and commercial subjects into schools where local conditions render such introduction feasible, but the inspectors will hold that a sufficient number of qualified teachers must be added to provide adequately for such instruction."²

In 1919, the Association recommended to member schools the inclusion in the program of studies of every school some units of work in the seven fields of instruction which had been outlined by a Commission on Reorganization of Secondary Education, appointed by the National Educational Association. An explanatory statement covering this situation was attached to Standard 7 which read as follows:

The Association believes that every school should offer units of work in mathematics, social sciences, languages (including English), natural sciences, the fine arts, and physical training; and recommends the introduction of the so-called vocational subjects, such as agriculture, manual training, household economics, and commercial subjects, into schools where local conditions render such introduction feasible. The Association will hold that a sufficient number of qualified teachers must be provided to care adequately for all instruction offered.³

These recommendations were incorporated in Standard 9 when the revision of 1920 took place, and one last sentence was added: "Not less than the equivalent of the full teaching time of three teachers may be given to academic subjects."⁴

The Association became more specific in its recommendations regarding the program of studies in 1925. At that time, Standard 10 was revised to read:

The Association recommends that three units in English, two units in Social Science, one unit in Biological Science

¹Ibid., p. 6.

²Ibid., XVII (Chicago: 1912), 30.

³Ibid., XXIV (1919) (not paged). ⁴Ibid., XXV (1920), 38-A.

or one unit in General Science, and one unit in Physical Education or Health, with or without credit, be required for graduation of all students in the four-year high school.

It further recommends the introduction of vocational subjects such as agriculture, manual training, household economics, and commercial subjects into schools where local conditions render such introduction feasible. The Association will hold that a sufficient number of qualified teachers must be provided to care adequately for all instruction offered. Not less than the equivalent of the full teaching time of three teachers may be given to academic subjects.¹

In 1926, the last sentence in the above standard was changed to read: "No new school will be accredited with less than five full-time teachers of academic subjects, each of whom will teach in the field of his or her major or minor specialization in collegiate preparation."² In 1928, Standard 10--The Program of Studies--was transferred from Standards to Recommendations and hereafter will not be considered in this discussion of standards.

It is interesting to follow the trend of thinking in respect to the program of studies. The original discussions of the Association on this subject in 1896 were chiefly concerned with the completion of four years of Latin, French, or German and the devotion of considerable time to a scattering of other academic subjects including English, history, algebra, geometry, and science. Gradually the list of academic subjects was increased, and then in 1912 came the unprecedented recommendation favoring the introduction into the curriculum of courses in household arts, agriculture, manual training, and commercial subjects. The Association in 1912 began to recognize the interests of that large number of students, not expecting to attend higher institutions of learning, who wished to round out a general education with instruction on the secondary level. The firm hold which the colleges and universities had maintained over the secondary school during its early history was beginning to loosen, and we were soon to see a broad

¹"Proceedings, Commission on Secondary Schools," Thirtieth Annual Meeting, North Central Association, p. 45. Ann Arbor: The Association, 1925.

²"Proceedings, Commission on Secondary Schools," The North Central Association Quarterly, I, No. 1 (1926), 49.

expansion in curriculum offerings that would prepare the way for the rapid expansion in secondary education which began about 1920 and has continued for a period of almost twenty years.

Pupil-teacher ratio.--Additions to the standards in 1904, supplied, for the first time, a requirement regarding pupil-teacher ratios. This criterion carried the following meaning: All schools whose records show an abnormal number of pupils per teacher, as based on enrollment, even though they may technically meet all other requirements, are omitted. The Board recognizes thirty as a maximum.¹ The following year, the word "enrollment" was changed to read, "average number belonging."² In the revisions of 1912, the word "abnormal" was changed to "excessive." No other modification occurred until the Annual Meeting in 1914, when "average number belonging" was changed to "average attendance" and the last sentence of the standard was changed to read: "The Association recommends twenty-five as the maximum."³ The following significant addition was made to this standard in 1917: No recitation should enroll more than thirty pupils.⁴

A revision of this standard occurred in 1920, which remained in force for many years and was the subject of much controversy, especially during the depression years of the early thirties, when retrenchment in expenses was being practiced in most schools. This portion of the standard, which then was Standard 8--The Teaching Load--read: "In general, no teacher of academic subjects should be assigned more than 150 student hours of class-room instruction per day, organized in not to exceed six classes per day."⁵ The rapid expansion in enrollment and the decrease in revenues ten or twelve years later made it impossible for schools, except those in favored situations, to hold classes to an average of thirty pupils and keep the pupil load of the teacher within the 150 limitation. Consequently, it became necessary for the Association to make exceptions and to waive the rules at the Annual

¹Proceedings, North Central Association, IX, 47. Columbus: The Association, 1904.

²Ibid., X (1905), 55. ³Ibid., XIX (Chicago: 1914), 58.

⁴Ibid., XXII (St. Louis: 1917), 120.

⁵Ibid., XXV, 38-A. Chicago: 1920.

Meetings in order not to cause undue hardship upon institutions unable to comply with the Standards. Further discussion of this situation appears under Standard 8--The Teaching Load--beginning on page 98 of this study.

Number of teachers required.--A standard placing a minimum on the number of teachers to be employed by accredited schools was made a part of the requirements, for the first time in 1904. At that time, the report of the Board of Inspectors contained this statement: "That for the present year, it has omitted consideration of all schools whose teaching force consists of fewer than five teachers, exclusive of the superintendent."¹ In 1907, the minimum number of teachers in accredited schools, exclusive of the superintendent was lowered to four teachers.² A slight modification occurred in 1909, when the standard was changed to read: The Association will decline to consider any school whose teaching force consists of fewer than four teachers of academic subjects, exclusive of the superintendent.

Recognition of economic stress.--Recognition of the severe economic stress through which the country was passing during the early thirties gave rise in 1934 to a qualifying statement covering standards 1, 2, 4(b), and 8. These standards related to buildings, laboratories and libraries, the length of the school year, and the teaching load, respectively. Appended to the list of standards was the note: The recommendation of the Executive Committee concerning the penalizing of schools because of economic conditions shall be interpreted as follows:

(1) Under this rule a school may claim exemption under one of the following standards only: Standards 1, 2, 4(b), and 8.

(2) The burden of proof of the adverse economic condition rests on the school, and must be presented in writing and filed with the report.

(3) Schools which, during the past two years did not maintain school terms of nine months or more, cannot claim an exemption under Standard 4(b).

(4) The Reviewing Committee shall carefully weigh all evidence and decide each case on its merits. If a school violates two or more of the standards listed above, the chairman of the State Committee in which the school is located shall indicate the standard under which the school may be granted exemption. State Chairmen are expected, furthermore, to advise each school regarding the standard under which an exemption was granted

¹Ibid., IX, 47. Columbus: 1904.

²Ibid., XII, 51. Urbana: 1907.

in 1933-34.¹

Warning and advice.--Prior to 1935, an introductory note to the list of standards read as follows:

Standards are rules for the government of high schools which may be violated only upon penalty of warning. At the Annual Meeting of the Association, held in the spring of 1935, these directions were altered to read: Standards are criteria for evaluating the work of a school, the violation of which shall result in a warning or advice to the school.²

The experience of the writer in dealing with these situations leads to the conclusion that "advice" may be issued to a school instead of "warning," when infractions are minor or when extenuating circumstances are very much in favor of the institution committing the transgression. For example, if a member school is not in financial condition at the moment to meet expectations in regard to salaries of teachers or library expenditures, "advice" may be issued, provided steps are being taken to remedy the situation within a reasonable length of time. The action of the Association has provided many examples of the nature described during recent years. Further mention of this subject occurs in the consideration of Policies, Regulations and Recommendations.

Policies and regulations.--Any study of the standards of the North Central Association must take into consideration the policies, regulations, and recommendations which accompany the standards and, in a sense, provide the implementation necessary for their operation. The policies of the Association provide the routine for the school seeking admission for the first time and explain certain rules which must be followed for continued accreditation. They make known the procedure through which schools may be dropped; the term of accreditation; the function of State Committees; the authority of the Secretary of the Association, especially when the main body is not in session; and the penalty for violation of standards.

It is the policy of the Association not to drop a school which has been continuously accredited for five years without a year's warning, except by a three-fourths vote of the members of the Secondary Commission present at the time of the voting. The

¹"Proceedings, Commission on Secondary Schools," North Central Association Quarterly, IX, No. 1 (1934), 72.

²Ibid., X, No. 1 (1935), 97.

policies provide that a school which continues to violate the same regulation or criterion for approval which was violated during the previous year shall be dropped from the recognized list of schools, unless such penalty is waived by a three-fourths vote of the Commission after a recommendation for such action on the part of the State Committee having jurisdiction. High schools may be dropped, without repeated violation of the same standard, however, when it becomes evident that they frequently violate conditions for eligibility. "Advice" instead of "warning" may be given to schools in case of minor violation of standards. This type of notice to members does not carry the penalty of being dropped at the end of one year if conditions are not rectified. In other words, schools may be repeatedly advised if conditions warrant such a course on the part of the Commission. This feature of the policies provides an escape for schools which, during depression years, are unable, because of economic conditions beyond their control, to meet certain requirements regarding financial expenditures; it is used to soften penalties when good schools are not in a position to avoid infractions of regulations or criteria which have been established by the Association. Exceptions are made sparingly, however, and it should not be understood that the provision for "advice" is an escape gap for those who want to evade enforcement of regulations; it is not so administered; in fact, the Association, as a rule, is quite firm in its attempts to require schools to measure up to its standards. Only in exceptional cases will the penalty of warning be waived when institutions violate the conditions for accreditation. One safeguard against injustice is provided in the policy which permits reasonable deviations from regulations and criteria on the part of member schools when recommended by the State Committee and approved by the Association. Such recommendations must be supported by substantial evidence showing that the deviations are justifiable.

The regulations prescribe rules for the submission of annual reports; the number of grades to be reported upon by different types of secondary schools; the number of teachers which an institution must employ in order to be accredited; the number of units required for graduation; the length of the school term; and the minimum length of a recitation period.

No school is considered by the Association for unqualified approval unless the annual report blank is properly filled out as

of October first of each year and filed with the State Chairman not later than November first. A secondary school is required to base its report on all grades included in its organization. All four-year high schools must employ no fewer than five full-time teachers or the equivalent and must require the completion of sixteen units for graduation--prior to 1938, fifteen units satisfied this requirement. The minimum length of the recitation period has remained at forty minutes for many years. The unit course of study is defined in the regulations as a course covering an academic year and including not less than the equivalent of 120 sixty-minute hours of class work. Two hours of work, requiring little or no preparation outside the class, are considered as equivalent to one hour of prepared class work.

Recommendations.--For a ten-year period, beginning in 1928 and ending in 1938, the Secondary Commission published a list of recommendations. These recommendations were guiding principles, suggested in the interest of improvement of secondary education, and were not to be considered as a basis for warning, advising, or dropping a school.¹

The first recommendation in 1928, dealt with daily programs of inexperienced teachers; the attitude which secondary schools should take with respect to the problem of training new teachers; the program of studies; and other factors conditioning the efficiency of instruction.

Some factors conditioning the efficiency of instruction were (1) the pupil-teacher ratio as shown by the average daily attendance, (2) the number of classes taught daily by the teachers, (3) and the number of student hours per teacher. The Association recommended the following norms: (1) a pupil-teacher ratio of 25 to 1; (2) a teaching load of five classes daily; (3) a total number of pupil-periods daily of no more than one hundred fifty per teacher.² The greater portion of the list of recommendations appearing in 1928 were a part of the standards for the previous year.

Little change occurred in the recommendations as adopted

¹"Proceedings, Commission on Secondary Schools," North Central Association Quarterly, XII, No. 1 (1937), 105.

²Ibid., III, No. 1 (1928), 86.

by the Association in 1929. A new recommendation was approved in 1930 which concerned library situations. At that time, the Secondary Commission recommended the following provisions for library maintenance and personnel: (a) Schools of 1,000 or more pupils should have at least one full-time librarian who is professionally trained and holds a bachelor's degree or its equivalent; (b) Schools of less than 1,000 pupils should employ a part-time teacher-librarian with technical library training; (c) Each school should have a catalogued library of 800 live books chosen so as to serve the needs of the school and about fifteen periodicals chosen in the same manner; (d) The minimum expenditure for books and periodicals should be \$200 per year for the library as a whole and no less than seventy-five cents per pupil, depending upon local conditions.¹

A recommendation relating to athletics in secondary schools was included for the first time in the recommendations approved at the annual meeting in 1931. These recommendations which were general in character appear below:

(a) The program of interscholastic athletics in high schools should be so organized and administered as to contribute to the health, leisure time, citizenship and character objectives of secondary education. The aim should be to develop sufficient skill in one or more sports among all pupils to provide an enjoyable form of recreation in later life.

(b) All athletic competition should grow out of and form an integral part of the physical education program of the high school.

(c) The administration of all athletic contests in the high-school program should be entirely controlled by properly constituted school officials.

(d) Fair play, courtesy, generosity, self-control and friendly feelings for the opposing school should not be sacrificed in the desire to win.

(e) The Association recommends that girls do not participate in any form of inter-scholastic basketball games or tournaments.

(f) The Association further recommends that no inter-scholastic athletic contest played at night be scheduled on a night preceding a school day.²

The next change in the recommendations came in 1933, when a portion of the standard relating to professional preparation of teachers was transferred from Standard 7 to the list of recommend-

¹Ibid., V, No. 1 (1930), 98.

²Ibid., VI, No. 1 (1931), 69.

ations, and a new recommendation was set up dealing with record keeping. The transferred portion of Standard 7 reads:

(1) The Association recommends the following types of courses as meeting the spirit of Standard 7b: Educational psychology, principles of secondary education, theory of teaching, special methods in subject taught, observation and practice of teaching, history of education, educational sociology, and school administration and supervision.

(2) Accurate and complete records of attendance and scholarship should be kept in such form as to be conveniently used and safely preserved. For purpose of adequate guidance in the broadest sense of that term, these records should be continuous, comparative, and cumulative, showing as graphically as possible the complete secondary school record of each pupil as revealed by teachers' marks, by comprehensive standardized tests of aptitudes and scholastic achievement, and by personality data.

An official transcript of the college preparation of each teacher should be kept on file in the office of the administrative head of the school. All information submitted in the annual report which pertains to the preparation of teachers should be secured from such official transcript.¹

For some time, recommendations had included certain statements regarding the program of studies among which was a provision that there be required for graduation of all students in the four-year high school three units of English, two units of social science, one unit in biological science or one unit in general science, and one unit in physical education or health with or without credit. Mention had also been made of the need for training in vocational subjects. The recommendations with regard to vocational subjects was changed in 1935 to read:

Whenever it serves the best interest of the pupils enrolled, the school shall be encouraged to introduce or develop more fully in their program of studies such courses, as agriculture, home economics, industrial arts, commerce and fine arts. The association believes that in relation to these courses, it is incumbent upon the member schools to provide a sufficient number of teachers relatively as well qualified for their work as are the teachers of academic subjects.²

In this same year, one new recommendation appeared which advised that teachers should be employed by the board of education upon the recommendation of the administrative head of the school system.³ This recommendation was transferred to standards two years later. One other recommendation was transferred to standards in 1937--that relating to the professional preparation of librar-

¹Ibid., VIII, No. 1 (1933), 112.

²Ibid., X, No. 1 (1935), 100.

³Ibid., p. 101.

ians in schools enrolling 1,000 or more pupils. These two criteria appeared in standards in much the same form used when they were a part of the recommendations to schools.

All recommendations disappeared as such when the extensive revision of the standards took place in 1938. The provisions governing library situations were incorporated with little change in the new criteria which replaced the old standards, the statements regarding record keeping shared the same fate; the pupil-teacher ratio expectation underwent a notable change. Heretofore, the pupil-teacher ratio for efficient instruction was set at 25 to 1 where it had remained for a considerable period of time. The new criteria in 1938 had this to say, with regard to pupil-teacher ratio: "The teaching load is not excessive. An average enrollment in the school in excess of thirty pupils per teacher is considered as a violation of this criterion." The recommendations covering athletics were likewise transferred to criteria with modifications. A more complete discussion of these new criteria appears elsewhere in connection with the treatment of standards.

Summary

The purpose of this chapter has been to present the changes which took place in the standards of the North Central Association of Colleges and Secondary Schools during the period beginning in 1910 and ending in 1940. Reference has been made to standards prior to 1910 when such reference seemed appropriate as a background for the current discussions. No attempt will be made to present a summary of the findings in this chapter at this point in our investigation since in Chapter VI, the criteria of the North Central Association have been included in a discussion of developments in the various states during this same period. In the concluding pages of that chapter, some general situations will be mentioned. One conclusion seems apropos at this time. It seems pretty clear from the evidence that most of the fundamental issues, which have been raised in connection with the accreditation of secondary schools, had been met prior to 1910, and principles had been established which were to remain, with some modification, to the present day.

In the next chapter, summaries are presented of standards in force in the North Central Association territory for the years 1920, 1930, and 1940. These summaries include standards of the

majority of states operating in the jurisdiction of the regional accrediting agency, together with those of the Association itself.

CHAPTER VI

TRENDS IN STANDARDS

The Period from 1910 to 1940

In an earlier chapter, the evolution of standards for the accreditation of secondary schools in the states belonging to the North Central Association prior to the year 1911 was considered. Standards in effect in the various states in 1910, together with information concerning the agencies of accreditation, are found in the concluding pages of Chapter III. It is the purpose of this chapter to examine the trends in criteria for the evaluation of schools between 1910 and 1940 and to note the changes which have taken place in the agencies for accreditation in the twenty states which maintained affiliations with the North Central Association in 1940.

Summaries of data compiled during this phase of our investigation are found in Tables 4 to 20. The materials which appear in these tables have been obtained largely from replies to a questionnaire which was filled in by responsible individuals in the offices of state departments of education or by university officials who have been designated to represent higher institutions in matters affecting the accreditation of secondary schools. The information available from the questionnaire has been supplemented by additional facts resulting from an examination of state documents, college catalogues, and circulars published during the period under study. In most cases, the replies to the questionnaire have come from personal acquaintances of the writer who represent state departments and state universities at the Annual Meetings of the North Central Association. Many of these individuals are officials of the Association; all are thoroughly acquainted with accrediting procedures.

For obvious reasons, it would be impossible to treat in detail all of the standards in force in each of these twenty states. A mere recital of them without comment would run to great length. It has been necessary, therefore, to choose those standards which

are important and, at the same time, common to most of the states. One difficulty has been to keep this phase of the study within reasonable bounds without omitting facts essential to a complete understanding of the various situations described. The presentation of a mass of information is always a perplexing problem. The plan followed in setting up many of the tables has consisted in the selection and reporting of key words and phrases which may represent fairly well whole paragraphs of instructions. The method selected is not ideal from every standpoint, but it appears to offer the best opportunity available under the circumstances.

Agencies of accreditation.--The first point of attack on this problem will be a review of the agencies of accreditation in the various states. In Chapter III, the agencies of accreditation in the states belonging to the North Central Association during the period beginning in 1870 and ending in 1910 were considered. Table 4 exhibits data regarding the authority with which powers of accreditation were lodged between 1920 and 1940.

TABLE 4

AGENCY OF ACCREDITATION AND DATE WHEN ACCREDITATION BEGAN

State	Agency	Accredita- tion Began
Arizona. . . .	University of Arizona.	1904
Arkansas. . . .	Department of Education.	1911
Colorado. . . .	University of Colorado.	1891
Illinois. . . .	Superintendent of Public Institutions.	1917
Illinois. . . .	University of Illinois.	1875
Indiana. . . .	State Board of Education.	1873
Iowa.	Department of Public Institutions.	1908
Kansas.	Department of Education.	1912
Michigan. . . .	University of Michigan.	1871
Minnesota. . . .	State Department of Education.	1881
Missouri. . . .	State Department of Education.	1903
Montana. . . .	State Department of Institutions.	1896
Nebraska. . . .	University of Nebraska.	1884
New Mexico. . .	State Department of Education.	1916
North Dakota. .	State Department of Education.	1891
Ohio.	State Department of Education.	1902
Oklahoma. . . .	State Board of Education.	1919
South Dakota. .	State Department of Public Institutions.	1907
West Virginia. .	State Department of Education.	1910
Wisconsin. . . .	Department of Public Institutions.	1889
Wyoming. . . .	State Department.	1917
Wyoming. . . .	State University.	1891

It will be recalled that standards for the recognition of high schools developed early among the state universities of the Middle West with few exceptions. On the other hand, state departments were late in dealing with these situations. It was necessary that state superintendents of public instruction obtain legal authority before undertaking to classify or standardize schools, and state legislatures appeared to be in no haste to grant such powers to them. It was often necessary for superintendents to urge repeatedly and strongly such action for years before results were forthcoming. Universities needed no legal sanction, and since some form of recognition seemed a logical step in the satisfaction of entrance requirements, it was a simple matter for them to formulate a set of standards and maintain an accredited list of schools.

The state universities of all but four of the fifteen states belonging to the North Central Association prior to 1911 were at one time recognized as the authority for the accreditation of schools. The exceptions were North Dakota, Kentucky, Minnesota, and Indiana. In North Dakota, the State Department of Education began accrediting high schools in 1891; the authority in Indiana was the State Board of Education which entered this field in 1873; Minnesota High Schools were first accredited by a High School Board in 1881; Montana followed the example of Indiana and established a High School Board in 1896 which began immediately to set up standards and function as an accrediting agency.

It is interesting to note the changes which have taken place in many of these situations since 1910. In Chapter III, mention was made of the heated controversies which were in progress between university officials and state superintendents over the question of rights and legal authority in matters relating to high-school standards. The record reveals the state superintendent the winner in most instances. Whereas, in the period prior to 1910, eleven of the fifteen member states were recognizing university accreditation, in 1940 only four of twenty member states recognize the state university as the sole agency of accreditation. These states are Arizona, Colorado, Michigan and Nebraska. In two other states, Illinois and Wyoming, universities maintain standards and accredit schools, working in close coöperation with the state departments.

The state universities undertook to standardize and accredit high schools when no other agency existed for that purpose. As

state departments entered the picture, one by one these universities abandoned this work and surrendered it to the office of the state superintendent or other duly constituted authority. In some instances, these duties were surrendered gladly and in other cases with some reluctance. Nevertheless, the state department in the year 1940 is the predominating authority in the accreditation of the secondary schools of the Middle West.

Number of teachers required to devote full time to the secondary school.--The North Central Association placed a minimum in 1904 on the number of teachers which an accredited school might employ. The minimum at that time was designated as five. In 1908, the Association reduced this number to four, and the requirement remained at that figure for many years. By 1930, the standards announced three as the minimum number of academic teachers, and, in 1940, the regulation was changed as follows: "No four-year senior high school will be approved which employs fewer than five full-time teachers."¹

The reports from fourteen states, listed in Table 5 reveal some variation in practices with respect to this situation among the several states, although not a great deal. In 1920, two states made no mention of this requirement; three set the minimum at two teachers; four states approved on the basis of three teachers; and the remainder expected either two or three teachers including, or not counting, the superintendent or perhaps the principal of the school. Little change occurred in this standard in the various states during the period under study. North Dakota increased its minimum from two to four; Nebraska from two to three; the North Central Association, from four to five; and all had introduced some requirement. Any change which did occur was in the direction of a greater number of teachers in satisfaction of this regulation.

Qualifications of teachers.--The qualifications of teachers has been an important factor in the accreditation of schools from the beginning, and in this standard as much variation is found as in any other. Going back to 1910 (Tables 1 and 2), it is seen that the majority of the states requiring a college degree or the equivalent as a pre-requisite for high-school teaching positions; two states required only that instructors be competent; one

¹"Proceedings, Commission on Secondary Schools," North Central Association Quarterly, XV (July, 1940), 71.

TABLE 5

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS: NUMBER OF TEACHERS REQUIRED TO DEVOTE FULL TIME TO HIGH SCHOOL WORK (FIFTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	Two and supt. if he teaches as many as 3 classes	Same as 1920	Same as 1920
Illinois. . . (State Dept.)	Principal and at least 2 full time	Employment of not fewer than 3 full-time (principal may be counted)	Four, plus principal for all schools organized after Dec. 1, 1939
Illinois. . . (University of)	Three including supt. or prin.	3	Strongly recommends 4 not including active head of school
Indiana . . .	3	3	3
Kansas. . .	3	3	3
Michigan. . .	Three including superintendent	Three including supt. if he teaches major portion	Three full-time
Minnesota . .	Two (not counting supt. but including high school prin.) for academic work	Three including supt.	Three including supt.
Missouri. . .	3	3	3
Montana . . .	2	2	2
Nebraska. . .	2	Three including supt.	3
North Dakota	2	2	4
Ohio.	3	Same as 1920	Same as 1920
Oklahoma. . .	3	2	3
West Virginia	3	3	3
North Central Association	4	Not less than 3 academic teachers	5

*Agencies of accreditation same as those reported in Table 4.

asked that they be well prepared; another that they have college preparation or a state certificate; and still another required only a state certificate. The remainder of the states accepted nothing less than a college degree in fulfillment of this standard. Table 6 details standards as announced by fourteen states during the period extending from 1920 to 1940, inclusive. The trend over the years has been distinctly in favor of higher preparation with

TABLE 6

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY
SCHOOLS: QUALIFICATIONS OF TEACHERS (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	A.B. degree or equivalent applied to teachers of academic subjects	Twenty semester hours education Teach in major or minor fields A.B. degree applied to teachers of academic subjects A.B. degree for academic subjects 15 hours professional preparation Academic teacher 4 year college graduate Non-academic teacher, 2 years college training Adequate preparation in subject taught	Twenty semester hours education, 15 in field--7 1/2 in subject taught All teachers A.B. degree
Illinois. . . (State Dept.)	At least two years college work		Same as 1930
Illinois. . . (University of)	College graduate or equivalent		All teachers of staff expected to have college degrees Exceptions made for certain shop teachers
Indiana . . .	One teacher must be college or Normal School graduate, or have the equivalent of 24 semester hours A.B. degree or equivalent	Graduate of 4 year college or Normal School, 19 hours in education Same as 1930	Same as 1930
Kansas. . . .		Same as 1930	Degree, 15 hours in education Subject matter requirement Teachers of all subjects must have degrees from 4 year colleges Training for special prescribed subjects
Michigan. . .	One or more must possess degree All must be properly trained and efficient	Teachers of academic subjects must have degree All must be assigned to major or minor fields of classification	

TABLE 6--Continued

State	1920	1930	1940
Minnesota. . .	Professional certificates issued on basis of diploma from accredited college or university or upon credit secured by examination or teachers certificate issued by college of Education of University of Minnesota 120 hours college training At least 15 hours in education 24 hours in major field 2 hours training in teaching of subject	For academic subjects, high school general certificate or equivalent For special subjects, high school certificate or equivalent Same as 1920	For academic subjects, high school standard general certificate For special fields, high school standard special certificate Health certificate College degree 18 hours education Not more than 30 hours in education Special subject matter required Same as 1930
Missouri . . .	Graduate from standard college 12 hours in education recommended Four years of college work 2 years of successful experience equivalent to 2 years of college A.B. degree with 16 hours in education Graduation from college	College graduate 15 hours education with special arrangement for vocational subjects Four years of college work Exception made for practical and fine arts teachers Same as 1920	A.B. degree Same as 1920 with 15 hours preparation in subject taught Same as 1930
North Dakota . . .	High school general certificate 82 hours training A.B. degree or equivalent applied to teachers of academic subjects	Fifteen hours professional training College degree and state high school certificate High school certificate in subjects taught 20 semester hours in education	High school certificate Special preparation in subjects taught
Ohio			
Oklahoma . . .			

TABLE 6--Continued

State	1920	1930	1940
West Virginia.	Two-thirds of faculty must be college graduates Remainder must have 2 years college work Not mentioned	All new teachers must be college graduates except teachers of special and vocational subjects Not mentioned	All teachers must be graduates
Wisconsin. . . .			Graduation from accredited 4 year college 18 semester hours in education
North Central. Association	College graduate from college belonging to North Central Association with special preparation in subjects taught	Graduate from four year college belonging to North Central Association, with 11 semester hours in education	A.B. degree from North Central Association college 15 hours in education 15 hours of preparation in subject taught

*Agencies of accreditation same as those reported in Table 4.

emphasis upon hours in education and a definite amount of training in subject-matter fields. Montana, Missouri and North Dakota were requiring a minimum preparation in professional subjects of twelve, fifteen, and sixteen hours respectively as early as 1920. By 1930 this requirement had become general; Oklahoma specifying twenty semester hours of training in the field of education.

In 1912, the North Central Association strongly advised that preparation of teachers be supplemented by special study of the content and pedagogy of the subject taught.¹ This advice became a standard in 1914, when the minimum preparation in education was set at eleven hours.² At the meeting of the Association in the spring of 1925, notice was given that after September 1, 1925, this requirement would be raised to fifteen semester hours of training in professional subjects.³ The action of the Association followed much the same pattern with regard to preparation in content of subjects taught. Such training was strongly advised at first; later it became necessary that teachers be assigned to their fields of major or minor preparation; and, finally, specific standards were introduced announcing a definite minimum of preparation in all subjects taught.

Mention is made here of the action of the North Central Association in regard to this subject because this organization has pointed the way for the various states in the introduction of many of the standards which are in general use at the present time. There is usually a lag between the adoption of a standard by the Association and similar action by the states in order that schools generally may be made ready for the change. It should be noted, however, that once a standard is adopted by the Association, it is imperative that all member schools comply. The necessary lag on the part of state organizations is occasioned by the non-member schools which often adjust themselves to changes in standards more slowly than do the schools belonging to the North Central Association.

The trend in teacher preparation during the period under investigation was very definitely toward better and more special-

¹"Standards of Accrediting Secondary Schools," Proceedings of the North Central Association, 1912, p. 29. Chicago: The Association, 1912.

²Ibid., 1914, p. 56. ³Ibid., 1925, p. 44.

ized preparation. Emphasis was placed upon an increasing amount of training in professional subjects and in content in the particular field of instruction. The original standard was usually a simple statement relative to the need of a college degree. Each revision introduced new provisions until the bare statement of this standard by the North Central Association and by many of the states requires several paragraphs. The following excerpts taken from the standards of the University of Michigan are fairly typical of the criteria established in many of the states governing the preparation of teachers:

b) All subjects in grades nine to twelve should be taught by teachers who have completed a minimum of four years of training in a college recognized as equipped to prepare high-school teachers.

c) A new teacher or a new administrator holding a degree from a non-accredited institution should validate that degree by completing satisfactorily six semester hours of work in an accredited college, at least one-half of which should be in subjects he is teaching. This should be completed before the teacher begins a third year of teaching.

d) Teachers of both academic and nonacademic subjects are to be assigned to teach only those subjects for which they have made adequate preparation. In a given subject field a minimum of ten semester hours of college preparation is required, which should include at least one course in the specific subject taught. In foreign languages, however, ten semester (or fifteen term) hours of college credit are required in the specific language taught. The principal or superintendent of each secondary school should satisfy himself that each teacher has had the required number of hours in each subject field before assignment is made.

All teachers in public secondary schools are expected to meet the requirements for certification for given subjects or subject fields as adopted by the State Board of Education.¹

Minimum length of school year.--Considerable uniformity exists among states with regard to the length of the school year (Table 7). Of the fifteen states belonging to the North Central Association in 1910, ten set the minimum length of the school year at thirty-six weeks (Table 2); one specified thirty-two weeks; one set the lower limit at eight months; another at nine months; one required thirty-five weeks; and one state made no mention of length of term in its standards.

¹"Standards and Procedures," Reprint of Parts II and III of the Annual Report of the Bureau of Cooperation with Educational Institutions, 1941, pp. 5-6. Ann Arbor: The University of Michigan, 1941.

TABLE 7

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
 MINIMUM NUMBER OF WEEKS REQUIRED IN THE SCHOOL YEAR
 (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . . .	36	36	36
Illinois. . . .	36	36	36
(State Dept.)			
Illinois. . . .	36	36	36
(University of)			
Indiana. . . .	32	36	36
Kansas. . . .	32	36	36
Michigan. . . .	Not mentioned	Not mentioned	36
Minnesota. . . .	36	36	36
Missouri. . . .	36	36	36
Montana. . . .	170 (days)	170 (days)	170 (days)
Nebraska. . . .	Not mentioned	Not mentioned	Not mentioned
North Dakota. . .	36	36	36
Ohio.	Eight months required	Same as 1920	Nine months re- quired unless minimum of 8 approved
	Nine months recommended		
Oklahoma. . . .	32	32	32
West Virginia. . .	36	36	36
Wisconsin. . . .	Not mentioned	Not mentioned	36
North Central Association. . . .	36	36	36

*Agencies of accreditation same as those reported in Table 4.

In 1940 the standard of all states, on which reports are being made, required a minimum school year of thirty-six weeks with three exceptions (Table 7). Montana specified 170 days; Ohio, nine months regularly unless approval were obtained for an eight-months' term; and Nebraska fails to mention length of term in its standards. The trend during the period has been toward greater uniformity in the requirement of a minimum school term of thirty-six weeks in all high schools. The action of the states is in harmony with the attitude of the North Central Association during most of the period under investigation. The Association adopted a standard in 1902 setting thirty-five weeks as the minimum length of the school year; this requirement was raised to thirty-six weeks in 1916 where it has remained.

The Association conducted a study of the number of weeks in the school year in 1931. Its report on the situation follows:

Of the 2,310 schools reporting, only 791 or a little over

34 per cent maintain a school year of more than thirty-six weeks. The percentage of schools maintaining a school year of more than thirty-six weeks has fluctuated considerably during the past seven years. The fluctuation is indicated in the following figures:

1925. . .36%	1929. . .38%
1926. . .34%	1930. . .33%
1927. . .27%	1931. . .34%
1929. . .33%	

Eighteen schools reported a school year of less than thirty-six weeks. Since this constitutes a violation of the standards, all of them have been warned.¹

Units required for graduation.--Eight state agencies in 1910 were requiring a minimum of fifteen units for graduation; four were requiring sixteen; two specified fourteen; and one made no mention of this situation in its standards (Table 1). The North Central Association required fifteen units at that time. Table 8 shows that of the sixteen agencies reporting in 1940, twelve stated a minimum of sixteen units as satisfying the requirement for graduation; two permitted fifteen while recommending sixteen; one set its standard at fifteen; and one made no mention of units required for graduation in its criteria. The North Central Association raised its requirements to sixteen units in 1938. In working out this situation, the North Central Association chose to follow rather than lead the way to higher standards for the accreditation of schools.

Minimum length of recitation period.--The agencies are in fairly close agreement as to what should constitute the minimum length of the recitation period (Table 9). There is in actual practice, however, a very great variation, from the minimum length prescribed, among the schools belonging to the North Central Association. The report of the Secretary of the Association for the school year 1940 reveals that five member schools maintained class periods of less than forty minutes; 1,500 held class from forty to fifty-four minutes in length; 1,317, from fifty-five to sixty-four minutes; twenty-six, from sixty-five to seventy-four minutes; and six held classes more than seventy-five minutes in length.²

¹"Proceedings of the Commission on Secondary Schools," North Central Association Quarterly, VI, No. 1 (1931), 70.

²O. K. Garretson, "Statistical Summary of Annual Reports," The North Central Association Quarterly, XVI (1941), 450.

TABLE 8

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
UNITS REQUIRED FOR GRADUATION (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	15	15	16
Illinois. . . (State Dept.)	16	16	16
Illinois. . . (University of)	15	16	16
Indiana . . .	16	16	16
Kansas. . . .	15	15	15, 16 recommended
Michigan. . .	Sufficient units for University of Michigan en- trance	Same as 1920	Not mentioned
Minnesota . .	16	16	16
Missouri. . .	15 or 16	16	16
Montana . . .	15 required 16 recommended	Same as 1920	Same as 1920
Nebraska. . .	15	15	15
North Dakota.	16	16	16
Ohio.	16	16	16
Oklahoma. . .	15	16	16
West Virginia	Not mentioned	16	16
Wisconsin . .	Not mentioned	Not mentioned	16
North Central Association	15	15	16

*Agencies of accreditation same as those reported in Table 4.

TABLE 9

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
MINIMUM LENGTH OF RECITATION PERIOD REQUIRED (FIFTEEN
AGENCIES)* STATED IN MINUTES

State	1920	1930	1940
Colorado. . .	40	40	40
Illinois. . . (State Dept.)	40	Not mentioned	Same as 1930
Illinois. . . (University of)	Laboratory peri- ods 80 (double)		
Indiana . . .	40	40	40
Indiana . . .	40	40	40
Indiana . . .		55-60 recom- mended	55-60 recom- mended
Kansas. . . .	45	45	40
Michigan. . .	40-45	40-45	40
Minnesota . .	40	40	40
Missouri. . .	40	40	40
Montana . . .	40	40	40
			Longer periods encouraged

TABLE 9-- Continued

State	1920	1930	1940
Nebraska. . .	Not mentioned	Same as 1920	Same as 1920
North Dakota.	40	40	40
Ohio.	40	40	40
Oklahoma. . .	40	45	45
West Virginia	45	45	45
Wisconsin. . .	Not mentioned	Same as 1920	40

*Agencies of accreditation same as those reported in Table 4.

The trend in length of class periods among North Central Association schools during the years between 1925 and 1940 is shown in Table 10. These statistics have been taken from North Central Association Annual Reports but changes in methods of reporting make comparisons difficult prior to the year 1930. Between 1930 and 1940, the trend seems to favor a class period of from fifty-five to sixty-four minutes in length. The number of schools in this category increased from 542 to 1,317 during that period. The percentage of schools adopting this longer period increased from approximately twenty-four per cent to slightly more than forty-six per cent.

TABLE 10

LENGTH OF CLASS PERIODS AS REPORTED BY THE NORTH CENTRAL ASSOCIATION FOR THE YEARS 1925, 1930, and 1940

Year	MINUTES IN CLASS PERIOD NUMBER OF SCHOOLS REPORTING							
	Less than 40 min.	40 min.	50 to 60 min.	Over 60 min.	40 to 54 min.	55 to 64 min.	65 to 74 min.	Over 75 min.
1925		1222	248	101				
1930	4	. .	. .	. .	1597	542	66	15
1940	5	. .	. .	. .	1500	1317	26	6

The teaching load.--The trend in number of class periods which an instructor may be allowed to teach has had a tendency to stabilize at six (Table 11). In 1910 five agencies, among the fifteen states belonging to the Association, permitted a maximum of seven periods daily. In 1920 three agencies permitted that number; in 1930 the state of North Dakota alone mentions seven periods as

TABLE 11

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
 MAXIMUM NUMBER OF PERIODS WHICH AN INSTRUCTOR MAY TEACH DAILY
 (FIFTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	5-6 Excess of 6 periods not approved	5-6	5-6
Illinois. . . (State Dept.)	May teach 7 6 recommended	Maximum 6 5 recommended	Maximum 6 5 recommended
Illinois. . . (University of)	7	6	Should not be excessive
Indiana. . .	6	5-6	5 clock hours
Kansas. . .	No definite requirement	Same as 1920	Same as 1920
Michigan. . .	6	6 Maximum of 5 recommended	Same as 1930
Minnesota. . .	Not mentioned	Not mentioned	6 academic
Missouri. . .	6	6	6
Montana. . .	315 minutes 225 recommended	6	6
Nebraska. . .	6	Not mentioned	Not mentioned
North Dakota.	7	7	6
Ohio.	6 And one other assignment	Same as 1920	Same as 1920
Oklahoma. . .	No limit	Five 60 minute periods Six 45 minute periods	Same as 1930
West Virginia	Not mentioned	6	6
North Central Association	5 advised 6 permitted	Not mentioned	Not mentioned

*Agencies of accreditation same as those reported in Table 4.

the maximum; while in 1940, all states had reduced the figure to six and some were recommending that the upper limit be reduced to five.

The North Central Association in 1910 advised five periods of instruction daily, but permitted six; the same situation prevailed in 1920. In 1930 the Association recommended as a norm that teachers meet no more than five classes each day; ten years later, criterion 8 advised that the teaching load should not be excessive, without specific mention of the number of periods. The standards of the Association have always had one weakness in their statements regarding teaching load; there has been no limitation on the as-

signment of teachers to study halls in addition to the regular teaching load, nor has there been any restriction on the amount of outside duties which they may be called upon to perform. Until these situations are clarified, standards covering teaching load will fail to carry the significance the term implies.

Laboratory facilities.--Standards governing laboratory facilities, especially during earlier periods, have lacked definiteness. The original standards adopted in 1902 by the North Central Association carried the statement, "Laboratory and library facilities should be adequate to the needs of instruction." For many years, the announcements of the Association relative to laboratory requirements were a part of the standard covering buildings. Later, in 1924, the library and the laboratories together were assigned to one criterion with little change in the wording of the standard established in 1902. No further change occurred until 1931, when a portion of Standard 2 relating to laboratories was altered to read as follows:

(a) Science Laboratories. The laboratory facilities, the size of the laboratory, the equipment, instructional apparatus, materials, supplies, maps and charts must be adequate to meet the needs of instruction for all those courses involving laboratory work.¹

Some further elaboration of the standard took place in 1938 when schools were asked "to make ample provision for the safe-guarding, systematic arrangement, and care of all materials, supplies and apparatus used in the instructional program."²

The practice of the North Central Association has been described here because it represents in a large measure the action taken by the various state agencies in meeting laboratory situations. Table 12 reveals laboratory standards in 1910 in these states as being about the same as that reported for the North Central Association. Throughout the years, there has been a tendency to extend the wording of this standard in an effort to make the language more comprehensive and more specific. Aside from these developments, there have been no other noteworthy changes.

¹"Proceedings, Commission on Secondary Schools," The North Central Association Quarterly, VI, No. 1 (1931), 66.

²Ibid., XIII, No. 1 (1938), 101.

TABLE 12

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS: REQUIREMENTS GOVERNING LABORATORY FACILITIES (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	Adequate light, apparatus and ventilation	Same as 1920	Excellent lighting, well ventilated, spacious, supplies and equipment adequate Same as 1930
Illinois. . . (State Dept.)	Adequate equipment for individual laboratory work Initial expenditure, \$200; physics laboratory, \$200; chemistry, \$300 Sufficient amount in other sciences Adequately equipped Must grow each year	Equipment, materials, apparatus, maps, and charts must be adequate Laboratories equipped for individual experiments, well cared for and systematically arranged	
Indiana . . .		Must furnish demonstration desks and tables Sufficient equipment for all courses Same as 1920	Adequate to needs of instruction in all courses taught
Kansas. . . .	Not defined		Attractive, well furnished hygienic Individual experimentation Well lighted, commodious rooms Sufficient apparatus Equipment first class Same as 1930
Michigan. . .	Sufficient apparatus Well lighted rooms	Same as 1920	
Minnesota . .	Liberal policy for supplying proper scientific facilities Adequate for instructional purposes	Suitable and adequate equipment and apparatus Same as 1920	Must be adequate, kept in good repair, properly inventoried, and carefully selected
Missouri. . .			

*Agencies of accreditation same as those reported in Table 4.

TABLE 12--Continued

State	1920	1930	1940
Montana. . .	Shall be adequate to needs of instruction of subject taught	Size, facilities, equipment, and supplies must be adequate	Same as 1930
Nebraska . .	Adequate to meet needs of instruction	Same as 1920	Same as 1920
North Dakota	Minimum list of equipment and facilities must be provided	Same as 1920	Adequate equipment for 3 sciences for individual experiments, properly housed
Ohio	Adequate for the science taught	Same as 1920	Rooms must be adequate in size, properly lighted, and ventilated
Oklahoma . .	No specific requirements	Adequate	Same as 1920
West Virginia	Must be adequate	Same as 1920	Adequate
North Central Association	Adequate	Adequate	Equipment and supplies must be adequate for all courses offered; must be safe-guarded and systematically arranged

Library standards.--Library standards have experienced about the same history in the scheme of accreditation as that already described for the laboratory. In the beginning, it was coupled with the building standards in most instances; later it was joined with the laboratory in a single standard; and, finally it was given a standard of its own.

By 1920 the agencies in some states were specifying the number of volumes that should be found in the library, and the manner in which they should be classified (Table 13). The matter of full-time librarians with a certain amount of training in library science was engaging the attention of accrediting agencies at about the same time. These tendencies were still more pronounced in 1930, and by 1940 requirements specifying a definite amount of training on the part of the librarian, minimum per capita expenditure for books, and particulars with regard to the size of libraries in relation to enrollments had become quite general.

The following statement of library standards issued by the Superintendent of Public Instruction in Missouri is fairly typical of the requirements in most states:

8. The Library

The library shall provide reference materials needed to make the educational program effective. It is essential in a modern educational program that a comprehensive and up-to-date collection of reference books, periodicals, bulletins, general references, pictures, maps, charts, etc., be provided for the use of pupils in organizing, interpreting, and using information. The school library must meet this need.

The location, arrangement, and general equipment of the library should contribute directly to the realization of the purposes of the educational program. The central library should be housed in a well-lighted and attractive room conveniently located so that it is accessible at all times to pupils. It should be well furnished and the shelving should be open to encourage maximum use. It is recommended that classroom libraries be set up to aid in regular classroom work and to stimulate the use of library materials.

The library should be well organized and administered and under the direct supervision of a regular faculty member with specific training in library science. In large schools a full-time librarian should be in charge of the library.

An adequate appropriation should be provided in the school budget each year for library materials and equipment. New references and current periodicals should be provided every year. Visual and auditory aids may be considered as library materials. It is recommended that every school spend at least seventy-five dollars per year on its library, and schools with enrollments in excess of one hundred fifty pupils should spend at least fifty cents per pupil each year for library materials. Exceptions may be made for extremely large schools where this per

TABLE 13
STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS: LIBRARIES (FOURTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	Adequate room, good reference books	Same as 1920	Adequate space, good distribution of books, readily accessible and catalogued
Illinois. . . (State Dept.)	Required expenditure of \$450 per year on dictionaries, encyclopedias, books and references	Professionally trained librarians 500 books, classified and catalogued	Appropriation: \$150 annually Qualified librarians Adequate facilities
Illinois. . . (University of)		Books, reference material, and magazines adequate for needs	Same as 1930
Indiana . . .	Up to date reference books, and books on general literature	Books classified and catalogued	
Kansas. . . .	All legitimate needs must be met	10 books per pupil	Well equipped with tables, chairs, shelves, main desk, magazine rack, bulletin board, and catalogue case Should accommodate 1/10 to 1/4 of enrollment Expenditure \$.75 per pupil annually
Michigan. . .	Dictionaries, encyclopedias, reference books, and magazines located in convenient places--Card indexed Instruction given in use of library	Same as 1920	Same as 1920

TABLE 13--Continued

135

State	1920	1930	1940
Minnesota. . .	Adequate facilities At least 500 books from state list	Adequate reference, recreational books and periodicals	Qualified librarian Adequate equipment and supplies
Missouri . . .	Adequate to meet needs of instruction Dewey system of classification		
Montana. . . .	Adequate facilities	Books, reference material, and periodicals must be adequate and catalogued Schools enrolling 1,000 or more must have full-time, trained librarian Same as 1920	Same as 1930
Nebraska . . .	Adequate to needs of instruction		
North Dakota .	Library catalogued Sufficient books	Same as 1920	Properly organized Dewey decimal system of classification--Catalogued Number of books specified according to size of high school Same as 1920
Ohio	Adequate supplies, books, and magazines Library seating 10% of enrollment 6 semester hours training for librarians Nothing specific	Same as 1920	
Oklahoma. . .		Nothing specific	Spend not less than \$.50 per pupil Adequate suitable equipment Must be catalogued

TABLE 13--Continued

State	1920	1930	1940
West Virginia	Minimum of 500 volumes Schools enrolling more than 300 must have full-time librarian	Adequate to meet needs of instruction Books must be catalogued and classified Minimum of magazines and newspapers specified	Enrollment under 250, 10 volumes per pupil Full-time librarian 500 pupils, librarian must have one year library science

*Agencies of accreditation same as those reported in Table 4.

capita expenditure would make an unreasonable appropriation.¹

Records.--Standards having to do with record keeping appeared comparatively late. The North Central Association had no standard relating to school records until 1924 and then the standard consisted of a simple statement to the effect that "accurate and complete records of attendance and scholarship must be kept in such form as to be conveniently used and safely preserved." Action in some of the states preceded that of the North Central Association. Six of the fifteen states belonging to the Association in 1910 included a statement regarding record keeping in their standards at that time (Table 2); the State Department in North Dakota specified that schools should have fireproof vaults for the safekeeping of records. As late as 1920, seven, of the sixteen agencies reporting, make no mention of record keeping in their standards. By 1940 all states, with the exception of Nebraska and Michigan, had set up standards relating to the nature of records to be kept, the manner in which they should be maintained, and the precautions that should be taken in the safe preservation of records (Table 14).

The moral tone of the school.--Universities began as early as 1890 to mention the spirit and the moral tone of a school as a factor in the evaluation of its merits. The original standards of the North Central Association adopted in 1902 carry this statement: "The efficiency of instruction, the acquired habits of thought and study, and the general intellectual and ethical tone of the school are of paramount importance, and therefore only schools which rank well in these particulars, as evidenced by rigid, thorough-going sympathetic inspection, should be eligible to the list."²

¹Lloyd W. King, State Superintendent, Missouri, An Administrator's Handbook for High School Districts, Bulletin No. 2, 1940, pp. 34-35. Jefferson City: The Office of State Superintendent, 1940.

²"Report of Commission on Secondary Schools," Proceedings of the North Central Association, VII, 36. Ann Arbor: The Association, 1902.

TABLE 14
STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
RECORD KEEPING (FIFTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	Not mentioned	Safe preservation insisted upon by inspector	Permanent records must be complete, readily accessible, safely preserved
Illinois. . . (State Dept.)	Not mentioned	Complete and accurate records of pupils, properly safe-guarded	Same as 1930 plus requirement of teacher's transcript
Illinois. . . (University of)	Not mentioned	Accurate, complete and permanent, readily accessible, safely preserved	Same as 1930 plus efficient transcript of teachers
Indiana . . .	Records should be kept of scholarship, attendance, and certificates	Accurate and complete records, safely preserved	Same as 1930
Kansas. . . .	Not mentioned	Same as 1920	Accurate and complete records of scholarship and attendance Cumulative record card Inventories of all equipment Official transcript college preparation of teachers Not mentioned
Michigan. . .	Permanent record of student scholarship, must be neatly and accurately kept and properly safeguarded Permanent records to be kept	Not mentioned	Same as 1930
Minnesota . .	Safe keeping of accurate record	Adequate facilities Records must be complete as outlined by department Same as 1920	Accurate, permanent, cumulative, safely stored, and easily accessible

TABLE 14--Continued

State	1920	1930	1940
Montana. . .	Permanent record of pupil's work and attendance	Records kept in fireproof vault	Same as 1930
Nebraska . .	Not mentioned	Not mentioned	Not mentioned
North Dakota	Adequate records in fireproof vault	Same as 1920	Standards set up, list of records to be kept
Ohio	Complete cumulative records	Same as 1920	Must be well organized and kept in fireproof vault
Oklahoma . .	Adequate records	Same as 1920	Same as 1920
West Virginia	Not mentioned	Conveniently placed, accurate and safely preserved	Complete and accurate scholastic records
North Central Association	Not mentioned	Accurate and complete records on attendance and scholarship must be kept	Stored in fireproof vault Fireproof cabinet
			Accurate and complete records Official transcripts of teachers

*Agencies of accreditation same as those reported in Table 4.

TABLE 15

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
THE MORAL TONE OF THE SCHOOL (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	Efficiency of instruction Attitude of industry Ideals of conduct	Same as 1920	Moral must be high as shown by efficiency of instruction Community spirit and high ideals Manly and womanly conduct Same as 1930
Illinois. . . (State Dept.)	"Spirit of School" Attitude of teachers and pupils must be good	Schools must exhibit good citizenship, develop proper traits of character Community and faculty must co-operate Must train desirable traits of character, sportsmanship, patriotism, and citizenship Esprit de Corps must be good	Efficiency of instruction, habits of thought and study, ethical tone, are permanent factors Only schools ranking well in these particulars will be listed Not mentioned Not mentioned Efficiency of instruction, general tone of school are important factors Records of students in fresh- man year taken into account Teachers must give instruc- tion in morale, hygiene and narcotics Not specifically mentioned
Illinois. . . (University of)	Not mentioned		
Indiana . . .	Not mentioned	Not mentioned	
Kansas. . .	Not mentioned	Not mentioned	
Michigan. . .	Efficiency of instruction and general intelligence are prime factors	Same as 1920	
Minnesota . .	Not mentioned	Not mentioned	
Missouri. . .	Intelligence and moral tone are paramount	Same as 1920	

TABLE 15--Continued

State	1920	1930	1940
Montana. . .	Intelligence and moral tone are paramount	Schools must rank well in moral tone, efficiency of instruction, and cooperative attitude Same as 1920	Same as 1930
Nebraska . .	Must rank well in efficiency of instruction, habits of thought and study, and moral tone Cooperative attitude General intelligence and tone must be good	Same as 1920	Same as 1920
North Dakota			Spirit of cooperation must exist Morale must be high and leadership good Same as 1920 Intellectual and moral tone must rank well Same as 1930
Ohio. . . .	Must be of high quality	Same as 1920	
Oklahoma . .	Not mentioned	Full cooperation in the community Good moral tone necessary	Not listed but they are considered
West Virginia	Spirit of school must be good	Not mentioned	
Wisconsin. .	Not mentioned		
North Central Association	Efficiency of instruction, habits of thought and study ethical tone are permanent factors Only schools which rank well in these particulars will be listed	Same as 1920	Same as 1920

*Agencies of accreditation same as those listed in Table 4.

In the years that followed, most of the states belonging to the Association made the standard of the Association their own with very little change in the wording of it. The same language appears over and over in state documents and the standards set up by universities. The North Central Association itself has brought its original commitment on this subject down to the present with practically no change in meaning and with only slight change in phraseology. Evidently the Association and the State Agencies have felt that those who first studied this problem acted wisely and did their task well, as evidenced by the fact that the fruits of their labors have stood the test of time for thirty-eight years.

The pupil load.--The matter of pupil load began to occupy the attention of the universities soon after the turn of the century. Few states, however, took definite action until the North Central Association introduced a standard in 1909 advising that "more than twenty periods per week should be discouraged." By 1920, five of the sixteen agencies reporting (Table 16) recommended that the pupil load be limited to four subjects; the state of North Dakota placed the upper limit at five subjects; and the remainder of the states made no mention of this situation in their standard.

After 1920 there was a tendency for state accrediting agencies either to raise the maximum number of subjects which a pupil might be allowed to carry to five subjects, or make exceptions of those who were capable of a heavier load. Four state agencies were asking that five subjects be the maximum load in 1930, and a few others were permitting pupils in the upper quarter of the class to carry as many as five subjects. The North Central Association in 1930 requested that no pupils be allowed to take more than four subjects except in the cases of pupils of more than average ability. The Standards of the State Department of Missouri in 1930 allowed pupils to carry health, physical education, and other activity courses, meeting only once or twice weekly, in addition to four subjects. Most states were following the practice announced in Missouri but such explanations were not made in the standards of many of them.

The thought and the procedures of the various states crystallized in 1931 when the North Central Association rewrote a portion of its standard governing pupil load in the following form: It is advised that only such students as rank in ability in the upper twenty-five per cent of the student body may be allowed to

TABLE 16

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS: MAXIMUM NUMBER OF SUBJECTS
A PUPIL MAY BE ALLOWED TO TAKE (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	4 units	Same as 1920	Pupil load not mentioned
Illinois. . .	Upper 25 per cent--five units		
(State Dept.)	4 daily	4 normally	4 normally more if carable
Illinois. . .	Not mentioned	4	4
(University of)			Pupil in upper 25 per cent and over age pupils may take more
Indiana. . .	4	5	4
Kansas. . .	4	4	4
Michigan. . .	Not mentioned	In some cases 5	In some cases 5
Minnesota. . .	Not mentioned	Not mentioned	Not mentioned
Missouri. . .	No limit	Not mentioned	4
		5	5 (upper 25 per cent)
			4 units, plus health, physical education, and other activity classes meeting only once or twice a week
			Pupils in upper quarter may take more
Montana. . .	Not mentioned	4 units, upper 25 per cent may take more	Same as 1930
Nebraska. . .	Not mentioned	Not mentioned	Not mentioned
North Dakota.	5	5	4 except upper 25 per cent
Ohio.	4 regularly	Same as 1920	Same as 1920
	5 for pupils with exceptional ability		
Oklahoma. . .	No definite number	5	Upper ten per cent may take 5 units

TABLE 13--Continued

State	1920	1930	1940
West Virginia	Not mentioned	4 normally--5 if able	Same as 1930
Wisconsin. .	Not mentioned	Not mentioned	4
North Central Association	4	4 except those of more than average ability	5 (upper 25 per cent)
			4 except those in upper quarter of class

*Agencies of accreditation same as those listed in Table 4.

take more than four units for credit." In the years immediately following this action of the Association, most states revised their requirements for pupil load and made them conform to the policy of the regional accrediting agency. The State Department in Oklahoma in 1940 restricted the privilege of carrying as many as five subjects for credit to the upper ten per cent of the class (Table 16). A few others offered these privileges to the "more able" or to "pupils of exceptional ability," but, in the main, one may say the states are in fairly good agreement on the provisions of standards regarding pupil load.

The pupil-teacher ratio.--The pupil-teacher ratio has experienced some fluctuations. In 1904, the North Central Association placed the maximum pupil-teacher ratio at thirty to one. The state agencies which mentioned this subject in their standards in 1910 offered the same advice. As examples of such action, one may cite the State Department in Wisconsin and Ohio State University.

Between 1910 and 1920, the maximum pupil-teacher ratio permitted moved downward in some states. The direction of this trend was suggested doubtless by action of the North Central Association in 1914 when it recommended twenty-five as the maximum number of pupils per teacher. Three agencies in 1930 recommended a maximum of twenty-five; one, twenty; eight, thirty; and two made no mention of this subject in their standards (Table 17).

The economic stress of the early thirties made it imperative in many states that the maximum pupil-teacher ratio be revised upward; all states with one exception raised the maximum to thirty (Table 17). The situation was made difficult by the ever-increasing enrollments in secondary schools while revenues were on the decline. It became financially impossible for some schools to employ enough teachers to keep the maximum at thirty, not to mention a ratio of twenty-five to one. The North Central Association found it necessary to make exceptions to its standards at the time of its Annual Meeting in the spring of each year. Large cities were especially hard hit, in some cases the pupil-teacher ratio going as high as thirty-three to one. By following the procedure of making exceptions during the worst years of the depression, the North Central Association was able to avoid unwanted changes in its standards, and by the year 1940 it was no longer necessary to continue this policy. The exceptions to which reference is made were never a matter of public record, and no statement of such

TABLE 17

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
THE MAXIMUM PUPIL-TEACHER RATIO (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	Not to exceed 25-1	Same as 1920	In excess of 30-1, violation of standard
Illinois. . . (State Dept.)	Not mentioned	30	30
Illinois. . . (University of)	Not mentioned	30-1	30-1
Indiana . . .	Not mentioned	Not mentioned	Not mentioned
Kansas. . . .	Not mentioned	30-1 approxi- mately	30-1 approximately
Michigan. . .	Should not be excessive	20-1	Should not be ex- cessive Factors considered are size of school, range of units in program, number of different prepara- tions, and teach- ing facilities
Minnesota . .	30	30-1	30
Missouri. . .	30, based on average daily attendance	Same as 1920	30-1 Exceptions allowed to meet emergencies
Montana . . .	Not mentioned	25-1	25-1
Nebraska. . .	Not mentioned	Not mentioned	Not mentioned
North Dakota.	30-1	30-1	25-1 recommended 30-1 permitted
Ohio.	25	30	35
Oklahoma. . .	Not mentioned	30	30
West Virginia	Not mentioned	1-25	1-30
Wisconsin . .	Not mentioned	Not mentioned	30
North Central Association	150 student hours per day	Recommended 25-1	Recommended 30-1

*Agencies of accreditation same as those reported in Table 4.

action appears in the proceedings of the Association. These temporary expediences were arrived at by common consent of those attending the meetings of the Commission on Secondary Schools; and while the procedures may appear to have been somewhat irregular they were apparently entirely justifiable and of great value in bridging circumstances which were most difficult.

The unit of credit.--The Committee of Ten, rendering its report in 1893, recommended a system of majors and minors which prepared the way for the adoption of a unit of work in terms of weeks and minutes. The Carnegie Foundation for the Advancement

of Teaching accepted, in 1906, a course of five periods weekly throughout an academic year on the secondary level as a definition of a unit of high-school study.¹ In 1909 this definition was changed to read: "A unit represents a year's study in any subject in a secondary school, constituting approximately a quarter of a full year's work."²

This pronouncement of the Carnegie Foundation had a very important influence upon the development and present status of the unit of credit. By 1910 the adoption of the "Carnegie Unit" had become quite general among colleges and universities and the only variation of any consequence has consisted in the number of minutes required for the recitation period. Of the fifteen states belonging to the Association in 1910, eleven specified forty minutes as the minimum length of the class period; one, forty-five minutes; one, thirty-five; and two did not mention length of recitation in their standards (Table 18).

The definition of the unit of credit had by 1920 become pretty well stabilized. At that time most accrediting agencies accepted, as the minimum amount of work, five recitation periods per week for a period of thirty-six weeks. Indiana permitted a unit of credit for a subject carried for a period of thirty-two weeks. (Table 18.) The North Central Association Standards in 1912 defined a unit course of study in a secondary school "as a course covering an academic year that shall include in the aggregate not less than the equivalent of one hundred twenty sixty-minute hours of class-room work, two hours of shop or laboratory work being equivalent to one hour of prepared classroom work."³ The original standard adopted by the Association in 1902 appeared in this form: "A unit course is defined as a course covering a school year of not less than thirty-five weeks, with four or five periods of at least forty-five minutes each per week."⁴

¹First Annual Report, The Carnegie Foundation for the Advancement of Teaching, p. 88. New York: 1906.

²Fourth Annual Report, The Carnegie Foundation for the Advancement of Teaching, p. 132. 1909.

³"Report of the Commission on Accredited Schools," Proceedings of the North Central Association, XVII, 29. Ann Arbor: The Association, 1912.

⁴Ibid., VII (1902), 8.

TABLE 18
STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
DEFINITION OF UNIT OF CREDIT (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	5, 40 minute recitations per week for 36 weeks	Same as 1920	5, 40 minute recitations or not less than equivalent of 120 clock hours
Illinois. . . (State Dept.)	1 study completed success- fully for daily recitation through school year	120, 60 minute hours of academic work 240 hours of shop work 168 hours of science lab- oratory and recitation 120, 60 minute hours of class work	Same as 1930
Illinois. . . (University of)	5 periods per week for 36 weeks	5 periods per week for 36 weeks	Same as 1930
Indiana . . .	5 periods per week for 32 weeks	5 recitation periods per week for a school year of not less than 36 weeks	Same as 1930
Kansas. . . .	Not mentioned	Not mentioned	Same as 1930
Michigan. . .	Not mentioned	Not mentioned	Not mentioned
Minnesota . .	5 periods a week for 36 weeks	5, 40 minute recitation periods per week for 36 weeks	Same as 1930
Missouri. . .	9 months 5 hours per week 40 minutes per day Representing 1/4 pupils' work	Same as 1920	Same as 1920
Montana . . .	200 minutes for academic 120 minutes recitation 160 minutes for science laboratory	Same as 1920	Same as 1920
Nebraska. . .	Same as Carnegie but not defined	Same as 1920	Same as 1920

TABLE 18--Continued

State	1920	1930	1940
North Dakota	5 periods per week for 36 weeks	Same as 1920	Same as 1920
Ohio. . . .	Unit is the credit for successful completion of a prepared subject pursued for 5 periods per week throughout a school year	Same as 1920	Same as 1920
Oklahoma. .	A subject recited once a day for the term of school	Same as 1920	5, 45 minute recitations per week for 36 weeks
West Virginia	Not mentioned	Not mentioned	Not mentioned
Wyoming. . .	Not mentioned	Not mentioned	Not mentioned
North Central Association	Not less than equivalent of 120, 60 minute hours of classroom work	Same as 1920	Same as 1920
	Two hours of shop work or laboratory, equivalent to one hour of classroom work		

* Agencies of accreditation same as those listed in Table 4.

Little change took place in this standard during the period extending from 1920 to 1940. There was a tendency for a few states to outline this requirement in terms of minutes in accordance with the practice of the North Central Association. In the main, however, the definition of the unit in terms of five recitation periods per week for a term of thirty-six weeks prevailed, and in the majority of cases the minimum length of the class period was forty minutes.

Maximum class size.--Specific mention was not made of class size in the Standards of the North Central Association until 1917, when the following significant addition was made to the criterion governing pupil-teacher ratio: "No recitation should enroll more than thirty pupils."¹ Table 19 of this report reveals that in 1920 three of the fifteen state agencies listed set a limitation on class size. Colorado held the maximum to twenty-five; Missouri, to thirty-six; and North Dakota, to thirty. The remainder of the states made no provision for class size at that time.

The North Central Association revised Standard 8--The Teaching Load--in 1920. The wording of the new provisions was modified materially, but the meaning remained very much the same. The 1920 Standard read: "In general, no teacher should be assigned more than 150 student hours of class-room instruction per day."² Since the teaching load was normally five or six periods per day, it is readily apparent that class size was still limited to about thirty pupils or less. A revision of the North Central Standards in 1924 included among the factors conditioning the efficiency of instruction a class size of twenty-five pupils. This item, however, was abandoned in 1926, after an existence of but two years. In 1928, the Association transferred the remaining provisions covering the maximum number of pupil-periods per day from standards to recommendations.

Table 19 shows that eight of the fifteen states reporting made definite provision for class size in their standards in 1930. Some shifting occurred between 1930 and 1940 with six states reporting regulations of this nature. Colorado has consistently specified a class size of twenty-five pupils while Missouri has

¹ Ibid., XXII (St. Louis: 1900), 120.

² Ibid., XXV (Chicago: 1920), 38-A.

TABLE 19

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
MAXIMUM CLASS SIZE (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	Not more than 25	Same as 1920	Not more than 25 recommended When more than 25 becomes the rule, it is a violation of standards Same as 1930
Illinois. . . (State Dept.)	Not mentioned	More than 30 not recommended 20-30 ideal	Same as 1930
Illinois. . . (University of)	Not mentioned	Classes with more than 30 pupils should be assigned to teachers having had 2 or more years of experience	Not mentioned
Indiana . . .	Not mentioned	40	30 recommended
Kansas. . . .	Not mentioned	30	30
Michigan. . .	Not mentioned	Not mentioned	Not mentioned
Minnesota . .	Not mentioned	Not mentioned	Limited by size of class-room and facilities provided
Missouri. . .	36	36	40
Montana . . .	Not mentioned	30	30
Nebraska. . .	Not mentioned	Not mentioned	Not mentioned
North Dakota.	30	150 pupils per day per teacher	Same as 1930
Ohio.	No fixed number	Same as 1920	Same as 1920
Oklahoma. . .	Not limited	Same as 1920	Same as 1920
West Virginia	Not mentioned	Not mentioned	Not mentioned
Wyoming. . .	Not mentioned	Not mentioned	Not mentioned
North Central Association	150 student hours of class room instruction per day	Same provisions transferred to recommendations	No specific provision Pupil-teacher ratio of 30-1

*Agencies of accreditation same as those listed in Table 4.

permitted classes to go as high as forth pupils.

Restrictions on class size were a source of much difficulty between 1930 and 1940 when large expansions in secondary-school enrollments were taking place and school revenues were decreasing. Mention has already been made of the action of the North Central Association in waiving the enforcement of standards covering pupil-teacher ratio, which indirectly affects class size, during the

critical days of the world-wide depression. It is believed safe to say that many states found it necessary to follow a policy of leniency during this period when literal enforcement of standards had to be sacrificed to economic expediency in many quarters.

Plant facilities.--The North Central Association adopted Standard 5 in 1907 which was the first direct reference of the Association to plant facilities. Standard 5 at that time read as follows: "The location and construction of the buildings, the lighting, heating, and ventilation of the rooms, the nature of the laboratories, corridors, closets, school furniture, apparatus, and methods of cleaning must be such as to insure hygienic conditions for both pupils and teachers."¹ This statement of the Association in 1907 became the model for the language of the criteria which were formulated by the various state agencies during the years immediately following and has persisted with slight modification up to the present day. Over and over again, the almost identical requirements are found in the standards of universities and state departments (Table 20).

The only change of any consequence in this standard came in the late thirties when it seemed advisable to give recognition to the dangers arising from the installation of machinery in the shops of the schools. In 1938, the North Central Association requested schools to take proper steps for protecting pupils against injuries which might arise from power machinery with which they came in contact. The building standard of the regional accrediting agency, however, while undergoing some modification during the period of its existence, dating back to 1907, has weathered the test of time in its essential elements and has served as an example to all agencies of accreditation in the North Central Territory.

The following instructions taken from the standards established by the State Department in Oklahoma represent a good statement of modern interpretations of the needs of this situation:

1. The location and construction of the building, the lighting, heating and ventilation of the rooms, the nature of the corridors, closets, water supply, school furniture, apparatus and methods of cleaning shall be such as to insure hygienic conditions and guarantee the safety of pupils and teachers.

Ibid., XII (Urbana: 1907), 56.

TABLE 20

STANDARDS FOR THE ACCREDITATION OF FOUR-YEAR SECONDARY SCHOOLS:
PLANT FACILITIES (SIXTEEN AGENCIES)*

State	1920	1930	1940
Colorado. . .	Location, construction, heating, ventilation and lighting	Same as 1920	Adequate site, satisfactory location and construction Hygienic lighting, heating, ventilation, and toilet facilities Same as 1930
Illinois. . . (State Dept.)	Building suitable Adequate library, laboratory, shops	Good sanitation Adequate facilities	
Illinois. . . (University of)	Not mentioned	Adequate lighting, heating, and ventilation must be insured Hygienic conditions Same as 1920 including site	Same as 1930 In addition, must safeguard against dangerous machinery
Indiana . . .	Building, library, laboratories, maps, and pictures should be adequate	Adequate	Same as 1930
Kansas. . . .	Not mentioned		Must be adequate Location, construction, and facilities must insure hygienic conditions Should be well lighted, properly heated and ventilated Sanitary drinking fountains Adequate toilet facilities Same as 1920
Michigan. . .	Location and construction of building, lighting, heating and ventilation, and methods of cleaning must insure hygienic conditions	Same as 1920	

TABLE 20--Continued

State	1920	1930	1940
Minnesota. . .	Well equipped building, study rooms, recitation rooms, laboratories, library, and office	Must be modern, adequate and sanitary Must provide suitable space central heating plant, mechanical ventilation, and sanitary lavatories Same as 1920	Same as 1930 with emphasis on sanitary features
Missouri. . .	Building and playground adequate to safeguard health and safety of pupils	Same as 1920	Located, constructed, and equipped effectively Clean and sanitary Same as 1930
Montana . . .	Location, construction, heating, and lighting must insure hygienic conditions	Construction, heating, ventilation and sanitation must insure hygienic conditions Same as 1920	
Nebraska . .	Location, construction, heating, lighting, and ventilation must insure hygienic conditions Proper equipment for heating ventilation, and water	Same as 1920	Same as 1920
North Dakota		Same as 1920	Must be equipped with library, laboratories, and shops Sufficient number of classrooms Specific directions for lighting, heating, ventilation and toilet facilities Must insure hygienic conditions Same as 1920
Ohio.	Building located, constructed and equipped to meet needs of educational program, and to safeguard pupils	Same as 1920	

TABLE 20--Continued

State	1920	1930	1940
Oklahoma. . .	Not mentioned	Ample facilities	Construction, heating, ventilation, and sanitation must insure hygienic conditions
West Virginia	Not mentioned	Hygienic conditions must be assured	Same as 1930
Wyoming	Not mentioned	Not mentioned	Not mentioned
North Central Association	Location, construction, lighting, heating, ventilation, closets, and apparatus must insure hygienic conditions	Same as 1920	Same as 1930 In addition must safeguard pupils against injuries from power machinery

*Agencies of accreditation same as those reported in Table 4.

2. The toilets shall be clean, free from marks, well drained, free from bad odors, and shall meet the requirements of the State Board of Health. Daily attention shall be given to the toilets by the janitor.

3. There shall be an abundant supply of fresh, pure drinking water available for all pupils.

4. Each building, in non-independent districts and "wing building" shall meet the requirements of the Department.

5. The janitor should be placed under the supervision of the superintendent or principal and abide by rules established for him by the Board of Education and superintendent. Satisfactory supplies should be provided for him. Only the efficient janitor should be retained.¹

Summary

The second decade of the century witnessed a sharp decline in the number of universities which were recognized as "the agency" of accreditation in the states belonging to the North Central Association. By 1940, the university occupied a position of this character in only four of the twenty states, whereas, prior to 1910, eleven of fifteen member states looked to state universities for guidance in accrediting relationships. The evidence presented in this chapter substantiates conclusions reached earlier to the effect that the main issues which were to arise had been met prior to 1910. The tendency since that date has been to strengthen existing standards--rather than to embark upon radically new patterns of action--and to deal with some of the broader problems of secondary education.

¹"Regulations for Accrediting," Annual High School Bulletin, 1941, p. 12. Oklahoma City: The State Department, 1941.

CHAPTER VII

A CRITICAL EVALUATION OF STANDARDS

This study has been concerned, thus far, with a presentation of the origin, the historical background, and the development of standards for the accreditation of secondary schools. The task remains (1) to determine what influence, if any, these standards have had upon the educational programs of secondary institutions; (2) to examine their degree of validity; (3) and, finally, to evaluate their merits and point out their elements of weakness. The literature on this subject reveals a plethora of opinion and a paucity of valid information upon which to formulate a reliable judgment. Statistics compiled by the North Central Association do show, year by year, the degree to which member schools have conformed to certain standards of the Association. If one could accept these data as conclusive evidence that the nature of school programs is influenced by standards to the extent to which compliance is achieved, the solution of this problem would not be difficult. Unfortunately, the task is not that simple. Chief among the obstacles is the complexity of the factors involved. For example, there is no means of determining how many teachers would have possessed fifteen hours of professional training in 1930 had the North Central Association not introduced such a requirement in 1925; there is no satisfactory technique for calculating the number of superintendents and principals who would have secured the Master's Degree prior to 1940 had the North Central Association not said in 1933 that administrators holding such positions should attain this level of preparation. (This standard was not retroactive within the association.)

One might cite difficulties of the character just described in an attempt to evaluate the influence of any one of the association's standards, and the same problems arise in an effort to analyze the results of regulations established by the various states. Factors outside of the schools and beyond the control of accrediting associations exert a known but, as yet, an undetermined in-

fluence. These factors are deeply imbedded in our social and economic life; they are more potent at times than standards themselves; they even preclude them and force changes in educational programs, which are later reflected in modifications of standards.

Troxel in his study of State Control of Secondary Education says: "No sources have been found which give accurate, complete, comprehensive and comparable statistical data concerning high schools from which evaluations of state practices may be made."¹ A committee of the staff of the National Survey of Secondary Education experienced similar difficulty and expressed its findings in the following language: "It may be said that no strictly scientific or reliable method has been developed for evaluating laws and regulations relating to education. When one considers the many and varying circumstances which affect the degree of success or failure of a law or regulation he will understand the difficulty to be experienced in stating conclusions--to say nothing of certainties."²

Notwithstanding the inability of present techniques to derive specific conclusions from available data, there are definite implications which are unmistakable. These implications are revealed in both objective and subjective fashion; they add up to information of practical value to students of education. It will be the purpose of this chapter to present objective data bearing upon the effects of standards on the programs of the schools; to test the validity of standards by subjecting them to the scrutiny of scientific research; to supplement these findings with an exposition of responsible subjective opinion; and to arrive at certain conclusions with regard to the points of strength and weakness in present day criteria for evaluating the merits of secondary institutions.

Professional preparation of teachers.--The standard governing the professional training of teachers has occupied the atten-

¹ Oliver Leonard Troxel, State Control of Secondary Education, p. 212. Baltimore: Warwick and York, Inc., 1928.

² Ward W. Keesecker and Franklin C. Sewell (Leonard V. Koos, Director), Legal and Regulatory Provisions Affecting Secondary Education, Bulletin No. 17, Monograph No. 9, National Survey of Secondary Education, p. 104. Washington: The Government Printing Office, 1933.

tion of accrediting associations and school administrators from the earliest periods of accreditation to the present day. Adequate records, for comparative purposes, showing the extent of compliance of member schools with the requirements of this standard are not available prior to 1925. Beginning with that year, however, the proceedings of the North Central Association contain data which lend themselves reasonably well to statistical interpretations within the limits already described.

The Association gave notice that after September 1, 1925, the requirement regarding professional preparation of teachers of academic subjects and supervisors of teachers of such subjects would be raised to fifteen semester hours in education. This requirement was not to be construed as retroactive.¹

Since this change in the standard was not retroactive, teachers already in service were not affected. It is interesting to note, nevertheless, the professional preparation of all academic teachers in 1925 when compared with the professional preparation of new academic teachers employed during the years immediately following the adoption of this standard (Table 21).

TABLE 21

NUMBER OF ACADEMIC TEACHERS POSSESSING FIFTEEN
HOURS OR MORE OF TRAINING IN EDUCATION

Year Reported	Number of all Teachers	Number of New Teachers	Per Cent
1925	17,279		82.8
1927		6,290	96.08
1928		6,053	98.24
1929		6,484	98.45
1930		6,929	98.53
1931		6,003	98.45
1932		4,810	98.36
1935*. . . .		4,288	98.38

*Data not available for the years 1933 and 1934.

¹"Proceedings, Thirtieth Annual Meeting," North Central Association of Colleges and Secondary Schools, 1925, Part I, p. 44. Chicago: The Association, 1925.

When this change became effective, 82.8 per cent of all academic teachers in schools belonging to the North Central Association possessed fifteen hours or more of professional preparation, while two years later 96.08 per cent of new academic teachers met such qualifications. In the succeeding years, this percentage increased to better than 98 per cent, indicating almost complete compliance with standards. This latter figure becomes more significant when one considers that there is a certain amount of training in service going on constantly, which justifies the inference that the percentage of new academic teachers entering the service with fifteen hours of professional preparation prior to 1925 did not even reach 82.8 per cent. Reports of the North Central Association show that 47.7 per cent of all academic teachers attended summer school between 1920 and 1924.¹

The revisions made in the standards of the North Central Association in 1938 raised the level of preparation for non-academic teachers to that which had previously been required of academic teachers. After that date, all members of the instructional staff were expected to possess the minimum training assumed to be guaranteed by a Bachelor's degree from an institution of higher education approved by the North Central Association. In addition they were expected to have received fifteen hours of professional training in the field of education. Exceptions were made in the case of teachers of certain industrial arts and trade courses, which reduced materially the number of teachers affected by this modification of the standards. Table 22 presents information on the number of new teachers entering the teaching profession without fifteen hours of training in education during the period beginning in 1936 and ending in 1941. The record reveals a percentage decline in the number of new teachers without fifteen hours in education from 3.1 to 1.3 during the years immediately following the modification of the standard relating to the professional preparation of teachers.

Another type of information available indicates that the accrediting associations are able to influence not only the amount but in addition the kind of professional preparation which teachers shall obtain. For a number of years prior to 1926, the North Cen-

¹Ibid., p. 49.

tral Association recommended the following types of courses as meeting the spirit of its standard regarding teacher preparation in professional subjects: educational psychology, principles of secondary education, theory of teaching, special methods in subject taught, observation and practice of teaching, history of education, educational sociology, and school administration and supervision.¹

TABLE 22

PROFESSIONAL PREPARATION OF ALL TEACHERS NEW TO MEMBER SCHOOLS OF THE NORTH CENTRAL ASSOCIATION, 1936-1941

Year	All Teachers	Without 15 Hours of Professional Preparation	Percentage without 15 Hours
1936-37. . .	8785	276	3.1
1937-38. . .	Not available	...	...
1938-39. . .	9573	179	1.9
1939-40. . .	9265	167	1.8
1940-41. . .	9384	125	1.3

Table 23 exhibits data taken from the proceedings of the Association which reveal that a large percentage of the new academic teachers entering the service in the autumn of 1926 had made preparation in the specific subjects recommended.² Unfortunately the study of 1927 did not furnish data which make comparisons possible with subjects not on the recommended list with the exception of reports on the number of teachers having had courses in Tests and Supervised Teaching. While per cent taking these latter courses appear in the lower brackets, inferences to be drawn are not conclusive. Due to the large number of teachers taking recommended courses, however, the implications are present which justify the belief that the preparation of teachers was being influenced in 1927 by the policies of the association.

The association continued to recommend the same list of courses in education until the annual meeting in the spring of 1937, when the practice was abandoned. A special study submitted

¹Ibid., p. 44.

²"Proceedings, Secondary School Commission," The North Central Association Quarterly, II, No. 1 (1927), 49.

TABLE 23

COURSES IN EDUCATION TAKEN BY 4318 NEW ACADEMIC TEACHERS
ENTERING SERVICE DURING THE SCHOOL YEAR 1927-28

Course Title	Number of Teachers	Percentage
Psychology.	3,811	88.2
Education Psychology.	3,257	75.4
Principles of Secondary Education	2,727	63.1
History of Education.	2,920	67.6
Principles of Teaching.	2,656	61.4
Special Methods	2,706	62.7
Supervised Teaching	2,334	54.0
Administration.	2,122	49.1
Educational Sociology	1,377	31.9
Tests	1,267	29.3

to the Association by Dr. G. W. Rosenlof, Secretary, in 1938 furnishes data which provide opportunity for comparisons which were lacking in the report of 1927.¹

The study of Dr. Rosenlof lists fifty-one courses in the order of frequency of mention by 1,001 new, inexperienced teachers reporting on their professional preparation. The data supplied by Dr. Rosenlof are shown in Table 24. It is significant that among the first eleven courses mentioned in order of their frequency, eight had been recommended by the North Central Association. Not only were these courses mentioned more frequently--the percentage of the total which these cases represent is surprisingly high, beginning with 88.2 per cent. The frequency of mention in this table can easily be translated into percentages by pointing off one place from the right and calling the result the percentage of the total. An inspection of Table 24 reveals immediately that practice teaching and observation heads the list with 882; educational psychology follows with a frequency of 804; special methods, 652; history of education, 366; general psychology, 377; tests and measurements, 317; high school methods, 304; principles of teaching, 272. It will be observed that some of the course titles are essentially the same. It is likely that the frequency of mention of

¹G. W. Rosenlof, "Proceedings, Secondary School Commission," The North Central Association Quarterly, XIII (1938-39), 501.

TABLE 24

COURSES COMPLETED BY 1001 NEW AND INEXPERIENCED
TEACHERS AND FREQUENCY OF MENTION

Course Title	Frequency
*1. Practice Teaching and Observation.	882
*2. Educational Psychology	804
*3. Special Methods (Academic)	652
*4. History of Education	366
5. General Psychology	337
6. Tests and Measurements	317
*7. High School Methods.	304
*8. Principles of Teaching	272
*9. School Administration.	195
10. Introduction to Education.	192
*11. Principles of Secondary Education.	189
12. Principles of Education.	182
13. High School Administration	158
14. Psychology of Adolescence.	146
15. General Methods.	132
16. Secondary Education.	131
17. Philosophy of Education.	100
18. Classroom Management	98
*19. Educational Sociology.	96
20. Child Psychology	90
21. Public Education in the United States.	84
22. Curriculum Construction.	74
23. Statistics and Research.	70
24. Elementary School Methods.	68
25. Extra-Curricular Activities.	67
26. Theory or Technique of Teaching.	48
27. Supervision.	37
28. Problems	37
29. Vocational Education	36
30. Guidance	32
31. Junior High School	27
32. Elementary Education	27
33. Vocational Agriculture	24
34. All other Psychology	23
35. Psychology of Learning	22
36. Mental Hygiene	20
37. Physical Education	19
38. Vocational Home Economics.	17
39. Music Education.	15
40. Public Education in Michigan	12
41. Commercial Arts.	10
42. School Hygiene	10
43. Health Education	9
44. School Law	9
45. Comparative Education.	7
46. Character Education.	6
47. Seminar.	5
48. Adult Education.	3
49. Social Psychology.	3
50. Thesis	2
51. Industrial Arts.	2

*Subjects recommended by the North Central Association.

courses recommended by the association would have been even higher if all institutions of higher learning had used identical titles for courses.

It cannot be argued, of course, that the results of the Rosenlof study point conclusively to the influence of the North Central Association recommendations. There are factors involved which it is impossible to isolate in the data available. For example, there is no way of determining the inherent appeal of the recommended courses nor the comparative practical value they may hold for teachers. There is evidence, however, in support of the belief that the recommendations of the association were exerting an influence on the selection of courses by prospective teachers.

Pupil-teacher ratio.--The North Central Association in 1914 recommended a maximum pupil-teacher ratio of 25 to 1 and incorporated this recommendation in its standards.¹ Later there was appended to this recommendation the statement: "An average attendance in excess of thirty pupils per teacher shall be considered as a violation of this standard."² In 1928, reference to pupil-teacher ratio was transferred from standards to recommendations.

Prior to 1925, the association did not publish statistical materials in sufficient amount and with a degree of regularity to permit satisfactory analysis. Beginning with the school year 1926-27, such materials are available. Table 25 shows the number of schools maintaining a pupil-teacher ratio of 25 or less, 26 to 30, and more than 30 during the period extending from September, 1926, to June, 1941. The column at the right indicates the percentage of schools in which the pupil-teacher ratio was in excess of 25 to 1.

In order to interpret properly the rise in pupil-teacher ratio starting in 1929, one must take into consideration the action of the association in 1928 when its statements regarding pupil-teacher ratio were transferred from standards to recommendations. One must understand, too, that it is the policy of the association to "warn" and "drop" schools for violations of standards, while schools which violate recommendations are more frequently "advised."

¹Proceedings, North Central Association, XIX, 58. Chicago: The Association, 1914.

²Ibid., XXX (1925), 44.

TABLE 25
PUPIL-TEACHER RATIO

Year	Number of Schools			
	25 or Less	26 to 30	More Than 30	Above 25 (%)
1926-27	1856	206	21	10.9
1927-28	1864	191	15	9.9
1928-29	1934	223	13	10.9
1929-30	1969	232	17	11.2
1930-31	1977	306	27	14.4
1931-32	1889	447	51	20.9
1932-33	1667	617	164	31.9
1933-34	1563	674	267	37.6
1934-35	1632	723	203	36.2
1935-36	1682	745	194	35.8
1936-37	1794	708	165	32.7
1937-38	1913	706	103	29.7
1938-39	1851	795	167	34.2
1939-40	1886	843	125	33.9
1940-41	2015	785	95	30.4

This action of the association in 1928 represents, to some extent, a backing away from the rigid enforcement of its standard governing teaching load. Table 25 reveals an appreciable rise in the pupil-teacher ratio after 1928. Were it not necessary to consider other factors, the conclusion might be justified that here in Table 25 is found convincing proof of the association's control over this element in the administration of a school. Another factor which must be considered, however, is the impact of the economic depression during the early thirties, and the difficulties which institutions faced in the matter of obtaining sufficient revenue to finance the employment of adequate teaching staffs.

There are certain features of this report, nevertheless, which have a bearing on our problem. The association in recognition of the financial difficulties of member schools at its annual meeting waived enforcement of its standards governing teaching load quite regularly between 1931 and 1938. In 1938, the association concluded that the depression had spent itself sufficiently to justify a more rigid stand on this question. Accordingly, it began to point the finger of disapproval at offending schools and to warn them for violations of Standard 8, which in 1938 stated that an average enrollment in the school in excess of thirty pupils per teacher was considered excessive. This attitude of the association is reflected in a decrease in the number of schools with

pupil-teacher ratios in excess of thirty, after the year 1938, as reflected in Table 25. Between 1938 and 1940, the number of schools with a pupil-teacher ratio above thirty decreased from 167 to 95.

Because of the factors which defy analysis, one cannot deduce from this study of teaching loads and North Central Association standards the principles and relationships which undoubtedly exist. There is no way to measure the effect of the breaks and inhibitions which the association placed in the pathway of mounting teaching loads during those depression years. Fears of "warning" and possible loss of accreditation may have prevented conditions from becoming much worse than they actually were. No technique exists, however, for evaluating such influences, and the statistics presented in this connection are offered merely as a contribution to the group of situations which in the end should add up to knowledge of value in the interpretation of the results of this phase of the study.

Pupil-load.--Prior to 1924 the standard of the North Central Association regarding pupil load was not mandatory. It was stated in the following language: Units in excess of four, exclusive of choral music and physical training, should be discouraged except in the cases of pupils having more than average ability.¹ This standard was modified in 1924; a portion of it was made to read as follows: Only those students who have made passing grades in each subject studied during the preceding term, and who rank in the upper 25 per cent of their class may be allowed to take more than four units for credit.²

Unfortunately, comparative data regarding pupil load are not available for the years prior to 1924. As is frequently the case, the association began to publish information on this subject after the standard became effective. Table 26 contains reports on pupil load for a nine-year period beginning in 1924. About the only inference to be drawn from this table is a tendency on the part of member schools to comply with the provisions of the standard; these efforts resulting in a steadily decreasing percentage

¹Proceedings, North Central Association, p. 29. Chicago: The Association, 1923.

²Ibid., 1924, p. 34.

TABLE 26

PERCENTAGE OF PUPILS IN NORTH CENTRAL ASSOCIATION
HIGH SCHOOLS CARRYING FIVE OR MORE UNITS

Year	Percentage
1924-25.	10.7
1925-26.	8.8 media
1926-27.	8.4 media
1927-28.	9.4 media
1928-29.	7.6 media
1929-30.	7.1 media
1930-31.	7.2 media
1931-32.	7.1 media
1933-34.	7.0

of pupils carrying more than five units for credit. During the School year 1924-25--the year after the standard became effective--this percentage stood at 10.7, dropping to 7 per cent at the end of the period under review.

Schools warned and dropped.--The policy of the North Central Association has been to drop schools which have been warned unless such institutions comply with standards within the period intervening between the submission of annual reports. Proceedings of the association show that many more schools have been warned than dropped. This fact indicates that many of the schools warned have complied with requirements within the specified period. Table 27 presents data covering schools warned, dropped, and withdrawn during the ten-year period beginning in 1930 and ending in 1939. It is necessary to include in an analysis of this situation the number of schools withdrawn because frequently the reason for withdrawal is found in a failure or lack of desire to satisfy certain standards.

There were 1495 schools warned during the period under study; 92, dropped; and 115 schools chose to withdraw. The wide difference between the number of schools warned and the total of schools dropped and withdrawn indicates, to some extent, at least, the influence of the standards of the association in shaping the policies of secondary schools. These figures do not take into consideration the number of schools advised since there is no way of calculating the direct effect of such action of the association upon the institutions concerned.

Dr. M. R. Owens, Chairman of the State Committee of Arkansas and member of the Secondary School Commission, submitted a

TABLE 27

NUMBER OF NORTH CENTRAL ASSOCIATION HIGH
SCHOOLS WARNED AND DROPPED, 1930-1939

Year	Warned	Dropped	Withdrawn
1930. . .	282	6	7
1931. . .	189	18	9
1932. . .	125	11	20
1933. . .	81	13	18
1934. . .	183	4	15
1935. . .	122	10	7
1936. . .	153	3	17
1937. . .	140	9	7
1938. . .	117	7	8
1939. . .	103	11	7
Total . .	1495	92	115

report to the association in 1935 which has a bearing upon this subject.¹ The following statement is taken from the findings of Dr. Owen:

There have been 1755 violations of standards and 79 violations of regulations during the last five years which resulted in the warning or advising of the schools involved. With comparatively few exceptions, however, the high schools warned or advised have been able to remove the deficiencies as shown by the fact that only 110 high schools have lost membership in the North Central Association during the past five years--47 dropped, and 63 withdrawing.²

Dr. Owens found that the rank order of standards with respect to the frequency of violations was (1) the training of academic teachers, (2) the library and laboratory facilities, (3) the teaching load, (4) inadequate teachers' salaries, (5) the length of school term. It is evident that any changes in practices, which were brought about through warnings issued, affected vital elements in the educational program.

Validity of Standards

There is growing recognition of the need of establishing the validity of standards which accrediting organizations have

¹M. R. Owens, "The Causes for Warning and Advising High Schools," The North Central Association Quarterly, X (1935-36), 422-26.

²Ibid., p. 422.

imposed upon member schools. Fear exists that the persistence of time-worn custom, which has caused many educational enterprises to lapse into the deep ruts of tradition, may inhibit changes critics have frequently pointed out as being desirable. No great amount of scientific evidence has been made available bearing directly on this subject; the literature does approach this problem in a few instances sufficiently close, however, to justify an examination of certain relationships.

Size of school.--Accrediting associations have from the beginning refused to accredit high schools which did not employ a prescribed minimum number of teachers. For many years the North Central Association has not extended the privileges of accreditation to four-year senior high schools employing fewer than five teachers. The implication is that small high schools are lacking in some of the qualities of merit which are ascribed to the larger institutions enjoying this badge of distinction. Whether the suspected weakness is due to inferior teachers, excessive teaching loads, limited curriculums, inferior equipment, quality of its graduates, or other factors, one is not able to determine because standards are silent on this subject. Investigations have been made which render highly debatable the assumption that the small high school is universally less efficient in these respects than the large one.

Douglas¹ in a study of the marks of entering classes at the University of Oregon in the fall quarters of 1926 and 1927 found no significant difference between the marks made in college by students coming from small and large high schools. In his summary Douglas says: "The results of this study, agreeing as it does with those conducted by others, should at least suggest a relaxation of the more or less dogmatic attitude taken toward accreditation of small high schools by state and regional accrediting associations. While it should not be forgotten that other objectives of secondary education as compared to preparation for college are at least equally important, the chief practical use made of lists of accredited schools is in connection with the admission

¹Harl R. Douglas, The Relation of High School Preparation and Certain Other Factors to Academic Success at the University of Oregon, p. 45. Eugene, Oregon: University of Oregon, 1931.

of prospective students to college without examination."¹

Jackson² found at the University of Nebraska that students in the entering class of 1925 from four different types of high schools received practically the same average grade. The range of the average of the four groups was from 79.21 to 79.84. Jackson studied four groups of high-school students. These groups were (1) metropolitan schools--Lincoln and Omaha, (2) all other schools accredited by the North Central Association, (3) schools accredited by the University of Nebraska, (4) schools not accredited. The slight difference found to exist was in favor of the students composing the latter two groups.

Burgraff³ found no relationship between size of school and average college marks at the Idaho Technical Institute, the University of Idaho, and the State Normal School at Lewiston.

On the other hand, Thornberg⁴ found students from large high schools are slightly superior in scholarship in college to those coming from small high schools. Thornberg investigated the efficiency of college students entering the State College of Washington as freshmen in September of 1921 and 1922, as conditioned by the size of the high school from which they came. Thornberg concluded that, in general, scholarship increases with the size of the high school, although the increments are not regular. He found the most marked difference in the quality of college work between students coming from high schools with more than 100 in attendance. This difference, according to Thornberg, was not due to lack of native capacity on the part of students coming from the small schools; the chief reason, he maintained, was the difference in preparatory training which the two types of schools offered.

¹Ibid., p. 57.

²G. L. Jackson, The Influence of Type of High School upon Success in the University of Nebraska, p. 3. Lincoln: The University of Nebraska, Educational Research Bulletin No. 6, 1928.

³Katherine Burgraff, The Relation of the Accredited Standards of Idaho High Schools to their Educational Product. Unpublished Master's thesis, University of Idaho, 1926.

⁴Lester H. Thornberg, "College Scholarship and Size of High School," School and Society, XX (August 17, 1924), 189-192.

In a more recent study, Odell¹ reached the conclusion that on the whole there is little relationship between the size of high school attended and college success as measured either by marks or length of attendance. It was his opinion that students from small high schools are probably at a slight disadvantage, whereas those from high schools enrolling from 500 up to 1000 seemed to have a small advantage.

Pupil-teacher ratio and class size.--For many years, the North Central Association and many state organizations have recommended a pupil-teacher ratio of twenty-five to one. Criterion 8 of the North Central Association at the present time requires that the load must not be excessive; an average enrollment in the school in excess of thirty pupils is considered a violation of Criterion 8. Until the annual meeting in the spring of 1938, the Association recommended a teaching load of not more than five classes daily and a total number of daily pupil-periods not in excess of 150 per teacher. Standards do not specifically mention class size, but if teachers meet as many as five classes daily the average size of classes can hardly be above thirty.

Harlan,² in 1915, investigated the effect of class size upon the rate of promotion, percentage of withdrawals from class, percentage of class members not giving attention, and other factors related to efficiency of instruction. Harlan as a result of his study reached the following conclusions:

Small classes are expensive, since they increase the cost per pupil. This added expense does not seem justified where it is known that the difference in achievement of the small over the large classes is as small as has been demonstrated in the foregoing tables and discussions. If one wishes to secure higher promotion rates, higher scores in arithmetic, better attention and wider participation in class work, more efficient class management, and better study habits, these things can undoubtedly be secured through improved methods of instruction and more efficient supervision of the larger classes rather than through a reduction in the size of classes.

¹C. W. Odell, "Predicting the Scholastic Success of College Students," p. 39. Bureau of Educational Research, University of Illinois, Bulletin No. 52. Urbana: The University of Illinois, 1930.

²C. L. Harlan, "Size of Class as a Factor in School Room Efficiency," Educational Administration and Supervision, I (March, 1915), 195-214.

In 1922 Stevenson¹ compared examination marks and term averages of large and small classes in algebra, Latin, ancient history, United States history, and ninth grade English in Lynn, Massachusetts; in Covington, Kentucky; and in Grand Rapids, Michigan. The smaller classes were found to have a very slight advantage in average examination scores and an insignificant superiority in term averages. This difference may have been affected somewhat by a slight difference in average intelligence which favored the smaller classes.

In a very extensive investigation, Davis² analyzed the scholastic marks in large and small classes in the accredited high schools of the North Central Association. He studied the test scores of more than six thousand high-school pupils in twenty cities; pupils were organized into small, medium-sized, and large classes and taught under controlled conditions for nine weeks. Care was taken to secure groups of comparable intelligence and achievement.

Davis concluded (1) there is no necessary connection between size of class and efficiency of instruction; (2) the size of the class is not a paramount factor in determining the equity of the teaching load; (3) the North Central Association is not justified in demanding that for all teachers, in all types of work, the maximum size of class shall be no greater than thirty pupils, or that the maximum number of pupil-hours of instruction per day shall not exceed 150.

Pupil-load.--Accrediting organizations have limited the pupil load to four subjects except in the cases of students who rank in the upper 25 per cent of their classes. Such a requirement has not been validated by scientific methods--in fact, few studies of the relationship of pupil load to success in school have been made. Osterberg,³ in a study of the pupil load in twenty high schools of Los Angeles, reached three conclusions re-

¹P. R. Stevenson, "More Evidence Concerning Large and Small Classes," Educational Research Bulletin, IV, No. 11, 231-33. Columbus: Ohio State University, May, 1924.

²C. O. Davis, "The Size of Classes and the Teaching Load in the High Schools Accredited by the North Central Association," School Review, XXXI, No. 6 (1923), 412-29.

³Hilder C. Osterberg, "A Study of the Load of Senior High School Pupils in Los Angeles," School Review, XXXVI (May, 1928), 359-69.

garding pupil load: (1) A study of the load of failing pupils fails to reveal any marked tendency toward overload either in school program or in outside activities. (2) Comparison of the load of failing pupils with the load of successful pupils (those with average semester marks of C or better and no failures) reveals that, except for a possibility of excess of activity that appears to show up in the normal mental-ability group, the data do not show overload either of school program or of activity outside of school as a cause or concomitant of failure in school subjects. (3) The current literature on causes of failure does not suggest overload as a factor.

Pierson and Nettels¹ studied the scholarship record of a somewhat selected group of high-school pupils and found that those pupils who carried five solids did their work as well as did pupils of the same I. Q. levels who carried only four solids. It is necessary to consider, in any attempt to draw conclusions from the study by Pierson and Nettels, that the pupils taking five solids were a selected group. Not all who wished to do so were permitted to take five solids. The control group, however, included students of the same levels of intelligence. Since the pupils who carried five solids did their work as well as did pupils of the same I. Q. who carried only four, it may reasonably be assumed their scholarship did not suffer because of their heavier schedules.

Lehman and Stoke² in a study of the loads carried by college students stated their findings as follows: "The foregoing tabulation reveals that the students who increased their loads improved their scholarship more often than did the students whose loads remained the same. And the students whose loads remained the same improved their scholarship more often than did the students whose loads were lightened."

Hotz and Trice³ in a study of a student load on the college

¹C. D. Pierson and C. Nettels, "Scholarship of High School Pupils Taking Five Solids Versus Those Taking Four Solids," Educational Research Bulletin, No. 7, Los Angeles City Schools, October-November, 1927.

²H. C. Lehman and L. M. Stoke, "Is the Heavy Schedule an Incentive to Greater Effort?" School and Society, XXXII (December, 1930), 767-71.

³H. G. Hotz and J. A. Trice, "The Relation of Abnormal Weekly Schedule to Grade Point Average," School and Society, XXXIX (March, 1934), 422-24.

level state their findings as follows:

All the correlation coefficients in this study indicated a consistent positive relation between student load and grade point average. Moreover, the fact that these correlations remained positive when such factors as time devoted to extra-curricular activities and intelligence were kept constant, or were "partialed" out, tends to indicate that for all groups the heavier schedule appears to be an incentive to higher scholarship.

The studies examined seem to raise important questions concerning the standards of accrediting associations. The investigations which have been conducted suggest definitely the need for further examination of the validity of some of the standards which are maintained by accrediting agencies, both regional and state. There are some standards which have not been the subject of investigation; they are more or less traditionally accepted and have never been seriously questioned. In the light of available data, a more thorough testing of present standards is greatly needed. A study to determine the extent to which partial or complete compliance with each standard affects the quality of a school would prove of much value to secondary education.

Responsible Opinion

At this point is presented a cross section of responsible public opinion on the merits of standards for the accreditation of secondary schools. No attempt has been made to obtain a complete sampling of such views, but rather to provide good illustrations of the types of criticisms arising from time to time in the minds of prominent educators who think deeply on these problems. It has been found that after examining a limited number of viewpoints on this subject, there is a tendency toward repetition, and for that reason the treatment is somewhat restricted.

Criticisms of the Committee on Coöperative Study.--The Committee on the Coöperative Study of Secondary School Standards sums up the merits of present standards for accreditation in part as follows:

1. They have been a guide to prospective students and to their parents. They have afforded considerable protection to the public against inferior institutions. They have been a badge of guaranteed academic respectability.
2. They have served as a guide to universities, colleges, junior colleges, and other institutions of higher education in facilitating the transfer of secondary school graduates to these institutions. . . .

3. They have facilitated the transfer of pupils from one secondary school to another--an important feature in view of the marked mobility of population in the United States.

4. They have proved a definite stimulus for the improvement of poorer schools, as many of the 30,000 existing secondary schools have striven for the right to the use of the magic work, "accredited."

5. They have raised materially the whole level of secondary education during the present century and have promoted a better understanding between secondary schools and colleges.¹

The Committee in charge of the Coöperative Study had adverse criticisms as well as praise for existing standards. Dr. George E. Carrothers states the opinions of this committee with respect to the outstanding limitations of present accrediting procedures:

1. They have tended to become mechanical rather than vital --to emphasize the shadow rather than substance--to stress the letter and overlook the spirit of education.

2. They have tended to become rigid, lacking the desired flexibility to make them suited to different types and sizes of schools with varied problems and objectives.

3. They have tended to become deadening rather than stimulating--they encourage uniformity rather than diversity--to retard rather than promote pioneering and adventurous experimentation.

4. They have failed to take into account some of the more modern viewpoints in education, particularly as concerns the marked individual differences which are known to exist among pupils and the desirability of developing educational programs to meet their individual needs.

5. They have been narrowly academic rather than broadly comprehensive. They have been developed too much in terms of college entrance without sufficient attention to the needs of the many pupils who probably never will enter institutions of higher education.

6. The standards and the methods by which they have been applied have been based, to a considerable extent, on untested assumptions and opinions without sufficient evaluation by scientific procedures.²

The reply of Dr. Joseph D. Elliff.--The article of Dr. Carrothers drew forth a vigorous reply from Dr. Joseph D. Elliff who, for many years, as a member of the Commission on Secondary Schools, participated in the formulation and the revisions of the standards which were under attack by the Committee in charge of

¹Walter Crosby Eells, Coördinator, Evaluation of Secondary Schools: General Report, pp. 52-53. Menasha, Wis.: George Banta Publishing Co., 1939.

²George E. Carrothers, "A Coöperative Attack on Secondary School Standards," The North Central Association Quarterly, XI, No. 3 (January, 1937), 273.

the Coöperative Study. Dr. Elliff offered the following arguments in defense of the standards:

1. The objectives have always been the same as stated by the Coöperative Committee. What are the essential characteristics of a good secondary school? How can these characteristics be evaluated?
2. The present standards represent the consensus of opinion of several thousand principals and inspectors working in coöperation for years.
3. All the more important standards were approved by the vote of the accredited schools before their adoption by the Association.
4. They are now accepted by many more than 2000 principals and as many boards of education.
5. It is a well-known and admitted fact that the North Central Association has been one, if not the most important, factor in promoting the phenomenal growth and development of secondary schools.
6. There has been a progressive improvement of the standards from the first. See Professor C. O. Davis' article in Volume 4, page 31, of the NORTH CENTRAL ASSOCIATION QUARTERLY.
7. If we accept the underlying philosophy of the Commission on Higher Institutions and say that schools or institutions may be fairly evaluated in terms of realized objectives, the recorded achievements of the Association are a complete refutation of the indictments brought by the Committee. The immediate objective has always been the preparation of a list of schools whose graduates are prepared to do college work. To do this we must have definite standards and means by which they can be administered. Now the ultimate objective of accrediting and of all worthwhile inspection is better schools, better educational opportunities for all youth.

Can the Committee say these objectives have not been realized? In the more than twenty-five years of its existence the Commission has learned that in the solution of these problems as set by the objectives several factors must be taken into account, must be considered in their relation to each other, and to the school as a whole. Among these the following are the most important: (1) the school plant, building, and grounds; (2) the equipment, library, and laboratories; (3) the program of studies and curriculum, and the requirements for graduation; (4) the faculty: its number, its preparation, and its teaching load; (5) the students: their number and their classifications; (6) the school records and reports; and (7) the general tone and spirit of the school.¹

Other noteworthy comments.--There are other noteworthy comments which should be cited in this evaluation of standards, and one of such nature is found in the monograph entitled Legal and Regulatory Provisions Affecting Secondary Education. The writers of this publication speak of accrediting agencies in the following fashion:

¹ Joseph D. Elliff, "A Counter Attack on Secondary School Standards," The North Central Association Quarterly, XI, No. 4 (April, 1937), 373.

There have been no valid objections to the high purpose of these accrediting agencies which have in mind the improvement of educational practices in the various States. However, there is discernible an apprehension on the part of some students of the subject that we have arrived at a point of diminishing returns from these regional agencies due to slowing up of local initiative and experimentation, which often result from uniformity of standards. It is observed that some of the regional accrediting standards have been crystallized into law in some States. It has been suggested that other methods could be applied which include greater freedom for experimentation in education.¹

Dr. F. J. Kelly has criticised agencies of accreditation in the following manner:

For any agency to demand uniformity in educational practice all over the country, and thus stifle experimentation, cannot but impede progress. In a field so rapidly changing and so full of uncertainties as education, anything which tends to halt progress and hold practice at the point it has now reached, must prove hurtful in the long run. What is needed is not uniformity, but many different practices. For any group to think that it has found today the best ultimate educational practice is a sign of senility.²

Chancellor S. P. Capen of the University of Buffalo in discussing the paper of Dr. Kelly expressed the opinion that he had made a genuine contribution to our knowledge and our thinking. He said further:

I regard the whole standardizing movement as a menace. If it is not checked and corrected it will utterly destroy the most precious and the most characteristic quality of American education. The great strength of American education has lain in its freedom and its fluidity.³

Professor Herbert G. Espy of Western Reserve University has commented regarding the merits of accrediting agencies in this manner:

There is obviously an important advantage in having an accrediting agency which sets up standards sufficiently objective to stimulate laggard schools to meet reasonable minimum programs of attainment. There can be little question concerning the general profit which has come from the work of such organizations as the North Central Association of Colleges and

¹Ward W. Keesecker and Francklin C. Sewell (Leonard V. Koos, Director), Legal and Regulatory Provisions Affecting Secondary Education, Bulletin No. 17, Monograph No. 9, p. 90. National Survey of Secondary Education. Washington: The Government Printing Office, 1933.

²F. J. Kelly, The Influence of Standardizing Agencies in Education, p. 6. St. Paul: The University of Minnesota, 1928.

³Ibid., p. 22.

Secondary Schools. . . . The past efforts of regional standardizing agencies to impose uniform patterns on all schools, incidentally grading the handicapped and ascribing merit to the favored, have encouraged the acquisition of scholastic facilities rather than responsible attention to educational processes and results. These inadequacies do not necessarily reflect discreditably upon movements for reorganization and standardization. Judged in the light of their times and circumstances, it may very well be that they have been incomplete but necessary steps toward further improvement. Even if many of the efforts to improve administrative organization, articulation, and standards have been palliatives rather than remedies, they may aid in the development of fundamental remedies in the educational programs of the schools.¹

Dr. Walter A. Jessup has expressed some doubt as to the soundness of standards of the regional accrediting agency in the following language:

We ourselves have hardly realized the powerful implications of the current standards. This past quarter of a century has been a period of expansion. Schools have been growing, wealth has been increasing, and since these standards for the most part sounded reasonable, they were seized upon and adopted for the purpose of improving school buildings, increasing the size of staff, multiplying equipment, improving the preferential opportunities for favored subjects in high schools and colleges, so that there was relatively little challenge. In the meantime, there has been a growing disposition on the part of the professional educationalist to subject isolated standards to scientific inquiry, and it must be admitted that more than one of our standards that seemed to be satisfactory from the standpoint of opinion have not been able to withstand scientific experiment. . . . The fundamental theory back of the organization and the development of the North Central Association as a standardizing agency was that by applying the yardstick to its standards, the best high schools could be selected. In Iowa it is a fact that, measured by test of students in fourteen subjects, the variation between these high schools is as great as or greater than high schools not on the list.²

Dr. J. B. Edmondson has indicated a more favorable opinion in an article appearing in the same periodical with that of Dr. Jessup. He said:

I am convinced that the friends of the North Central Association should make a more determined effort to have the policies and achievements of the Association understood by school-board members, teachers and others interested in secondary and collegiate education. The association has made an

¹Herbert G. Espy, The Public Secondary School, p. 158-59. Cambridge: Houghton Mifflin Co., 1930.

²Walter A. Jessup, "Standardization and Achievement," North Central Association Quarterly, VII, No. 3 (1932), 268-69.

invaluable contribution to the cause of secondary education in the North Central territory, and it is in a strategic position to make a more valuable contribution with the next few years.¹

The writer has received during his connection with the North Central Association and the State Committee of Illinois, some interesting letters bearing upon the subject of standards. Most of this correspondence is regarded as confidential to the extent that it was not intended for purposes of publication. Permission has been given, however, to quote pertinent excerpts from a letter received from De Witt S. Morgan, Superintendent of Schools, Indianapolis, Indiana. Morgan was recently President of the North Central Association; because of his professional leadership, the following comments are considered highly important.

It is my belief that high schools have benefited greatly from the accrediting policies of accrediting agencies. They have been a support to many an administrator who is trying to hold to reasonable standards in local situations. All of us realize how difficult it is to formulate standards which can apply to all conditions. But by and large, I am very certain that the influence of what has been done has been all for the good. I have felt sometimes that the policies and procedures in dealing with doubtful cases need very careful consideration in order that full justice be done. That, however, is an issue over and beyond the fact of existence of the standards.

As to the trend of standards over the past fifteen years, I believe there is evidence that they have been in the direction of being more general and less specific and objective. The change in policy of accrediting of the Higher Commission was perhaps the most striking example of this trend. In my judgment the important thing that accrediting needs to do, particularly in the secondary school field and junior college field is first, to determine the degree to which the high school is adapting itself to the needs of the youth of the community which it serves; and second, the evidences of professional zeal and energy in bringing this objective about. I believe we all realize that many a secondary school in our accrediting agencies, according to present standards, can be in good standing and yet fall tragically short of meeting the standards which I am setting forth in a general way above.

Another communication received from a superintendent in a smaller city of about 30,000 inhabitants displays some very intelligent reactions regarding the value of accrediting agencies. His views are expressed in the following paragraphs:

There is no doubt in my mind relative to the benefits derived by the secondary schools from the standards set up by the accreditation agencies. The average member of a board of education does not possess the necessary knowledge of specifics

¹Ibid., p. 260.

in education to enable him to act as an intelligent critic of the schools. He may hold in some vague way an appreciation of his school's status, but not being trained for such work, it is difficult for him to coöperate intelligently in the creation of any constructive program for improvement. If the school is unfortunate in its administrative leadership, it may drift for years, unless some outside influence acts as a propelling force. It seems to me that this is where the accreditation agency is needed. Members of boards of education usually have sufficient pride to want their school kept on the accreditation list. Consequently where otherwise they might ignore the recommendations of the local administration, with accreditation as an incentive they will try to meet standards.

In conclusion may I state as my belief that the whole accreditation procedure could be made more interesting and beneficial, if the technique for accreditation were developed on a more scientific basis. The materials included could cover standards, rules and regulations developed by the accreditation boards, suggestions pertaining to philosophy, objectives, standards for individual evaluation, standards of administration, library service, school plant, etc. Such a thorough study carried out periodically would certainly have a tonic effect and would keep the school personnel on its toes, without creating the type of suspicion and fear so frequently felt by teachers when the inspector comes around.

Another superintendent having charge of a large high school writes as follows:

There is no question but that our school has definitely profited from the crediting policies of the North Central Association. It is difficult to always state the direct effects, but I am sure that an extralegal body such as the North Central helps to keep a healthy tone throughout the area. There are many schools which would drop back, particularly in times like these, unless there were some agency which insisted that the standards in various fields be retained.

I feel that the standards have very greatly been liberalized in the last fifteen years so they are more general in nature and yet have more flexibility. Personally I don't think they need a great deal of changing. The annual reports have been greatly simplified, and in our high school the report with the exception of class size is not too burdensome. I have sometimes wondered whether the collection of much of the material is worth the amount of time we spend on it in our 3,000 North Central high schools.

Viewpoints of the author.--It is evident from this examination of the opinions of prominent educators that there is both praise and censure for the standardizing procedures of accrediting agencies. That the accrediting agencies have been helpful to the schools in many ways, there can be no doubt. There are, however, certain defects in current practices which cannot be overlooked. From his background of experience in dealing with these problems and his examination of the literature of the type just cited, the writer has reached the conclusion that the chief weaknesses in

present standards and procedures may be stated as follows:

1. Schools have been asked to meet standards of an objective nature which have not been validated by scientific methods.

2. Standards are not sufficiently flexible; they have been applied too rigidly.

3. There is justification in the complaint that standards are too mechanical--there is no evidence which guarantees that schools which comply with them are educationally efficient.

4. Agencies of accreditation in the North Central territory have failed to develop norms or institutional patterns by means of which the general merits of a school may be determined.

Among the weaknesses ennumerated, it is believed that the last one is perhaps the most significant. This conclusion is based upon the belief that the other defects would be mitigated, in a large degree, were institutions judged on the basis of norms or institutional patterns which had been properly determined. It is the policy of the North Central Association to warn high schools for violation of the conditions of eligibility and to drop those schools which violate the same criterion during consecutive years. Penalties of this nature may be applied to schools which fail to maintain a certain pupil-teacher ratio; to a school which employs a teacher which has to his credit ten instead of fifteen semester hours in education; to a school enrolling more than 800 pupils which does not employ a librarian with a college degree and at least one full year of professional library training; to a school which employs a new administrative head without a Master's degree; to a school which employs new teachers who have not at least fifteen semester hours of preparation in each subject taught.¹

These standards which are of an objective nature have not been adopted as a result of scientific studies--they represent assumptions untested by objective evidence. They have to their credit a background of experience extending over many years and represent in many cases the consensus of opinion of a large number of educators. One cannot gainsay the contention that they have a high predictive value in arriving at a judgement on the merits of a school. But they are not perfect, and their application should not presuppose that they are.

¹"Proceedings of the Commission on Secondary Schools," The North Central Association Quarterly, XV, No. 1 (1940), 70-75.

Objections concerning their lack of validation, their inflexibility, and their mechanical tendencies would largely disappear if institutional patterns and norms were used as a basis of accreditation rather than judgments based upon the ability of a school to meet singly and collectively the criteria set up by the Association. Under present procedures, it is possible for one of the best high schools in the country to be refused accreditation because it fails to meet just one of the standards proclaimed as necessary to that end. A recent example might illustrate this situation more clearly. In the month of February, 1940, the High School Visitors from a State University inspected a high school and pronounced it one of the outstandingly strong high schools of the United States. The report furnished the school after the visit contained the following paragraph:

There are no recommendations for the continued improvement of this high school. It is one of the outstandingly excellent schools of the United States. The Superintendent and Board of Education are to be commended for the program of continued improvement which has been carried on in this high school over a period of many years.

Regarding the teaching load, this committee said: "While the pupil-teacher ratio is quite high in comparison, these teachers appear to be doing highly satisfactory work in all departments."

The members of this visiting committee who were also members of the State Committee of the North Central Association, recommended the school for accreditation at the annual meeting of the association held less than two months later--the institution had been continuously accredited for many years. The association followed the recommendation of the State Committee to the extent of keeping the school on the approved list but "advised" it to lower the average enrollment of pupils per teacher, which was 30.7 instead of the figure thirty, the standard of the association.

Inconsistencies of this character point directly to the need of a different technique in arriving at decisions as to whether an institution shall be entitled to admission to an accredited list. A measure of value is needed that will make possible the evaluation of the whole institution and the sum total of all of its elements of strength and weakness rather than its separate parts; it is important to recognize the fact that deficiency in one particular may be compensated for by superiority in others, and that diverse situations may make it impracticable

to attach full importance to every standard under all circumstances.

The Committee in charge of the Coöperative Study recognized this principle very early in its development of a technique for evaluating schools. One of the basic principles underlying the Coöperative Study was stated as follows:

Methods of accreditation and interpretation of evaluation should recognize the differences in background, development, and existing conditions in different states and regions. No attempt should be made to develop uniform standards for the nation or to have them administered from a single national office. It was this principle, extended to include differences other than geographical ones, which led to the computation of various sets of norms on each of the educational thermometers which were used to report the different sections of the evaluative criteria.¹

The Coöperative Study developed a graphic device known as the "educational thermometer" which consists of a percentile scale arranged in graphic form in the shape of a thermometer. The Committee felt that this thermometer has the advantage of being able to show norms and other types of information somewhat more readily than the ordinary percentile profile. The important thing to remember, however, is that this Committee, whose personnel is highly respected in educational circles, did place its approval on the development of norms of attainment upon which institutions should be judged.

Most critics agree that, regardless of the weaknesses of present standards of accrediting agencies, their influence has been stimulating to the cause of secondary education. They have pointed the way to better practices and higher levels of attainment; they have encouraged poorer schools to strive to measure up to the minimum requirements for accreditation; they have made it easier for superintendents, who deal with backward boards of education, to obtain the necessary financial support to maintain adequate and competent teaching staffs, good buildings, a reasonable supply of laboratory equipment and apparatus, and a teaching load that is not excessive. Standards have been met by accredited high schools in the face of economic distress and other adverse circumstances, which at times would have endangered the efficiency of the schools had not the loss of accreditation acted as a deterring force. Notwithstanding these beneficial results, there are fundamental elements of weakness in existing standards. In the

¹Eells, op. cit., p. 297.

chapter following this one, certain guiding principles in the selection of criteria will be offered as a remedy for problems which have been raised.

CHAPTER VIII

GENERAL SUMMARY AND CONCLUSIONS

The purpose of this investigation has been (1) to trace the origin of secondary school standards which are a part of the accrediting procedures of state departments of public instruction, state universities, and one regional accrediting agency--the North Central Association of Colleges and Secondary Schools; (2) to observe the trends in standards since about 1870; (3) to make a critical evaluation of standards as they exist today; (4) to consider the overlapping tendencies of agencies serving the same secondary school; (5) and, finally, to determine the influence which these standards has wielded upon the educational programs of secondary schools. It is proposed in this chapter to present a general summary of findings and conclusions regarding the issue raised.

The origin and development of standards.--The evidence reveals that standards for the approval of secondary schools did not originate by chance; they are a logical outgrowth of the movements in secondary education which have taken place in this country during the last seventy-five years. Educational movements evolve from economic, political, and religious elements within our social fabric; their full significance can be realized only through an analysis of the conditions which are responsible for them.

Emerging from the civil war, the nation entered upon an era to be characterized by increased interest in secondary schools. The National Education Association was organized in 1870 as an outgrowth of the old National Teachers Association. Congress provided for the organization of a National Department of Education in 1867. Previous to this time the academy had enjoyed great prestige. The rapid growth of the public secondary school, the decline of the academy, and the movement for the accreditation of secondary schools are in a measure coincidental. While the academy held sway, there was little interest in admis-

sion to college by certificate. The academy and the university constituted two distinct parts of our educational system. The university could ascertain the fitness of its candidates for admission by examination, only, and, prior to 1870, there was little need of standards for approval of institutions offering instruction on the secondary level. As the public high school grew in prominence, the need for closer relationships with the university became apparent, and accreditation seemed the logical channel through which this gap might be bridged.

All states did not adopt identical procedures in the accreditation of schools. In some states the agency for accreditation was the State University; in others, the State Board of Education; State High School Boards performed this function in some instances; joint control between the State Departments of Education and the State University in others; and some states lodged authority entirely in the hands of the State Department of Education. Heated arguments occurred over the question whether standardization rightfully belonged to the state department or the state university, and the question was still a mooted one at the close of the previous century. It has never been settled to the satisfaction of all concerned.

Various committees have played a part in the shaping of standards. The Committee of Ten rendered a report in 1893 which was far-reaching in its effects; the Committee on College Entrance Requirements followed with its report in 1899. By the year 1895, three regional accreditation associations had been organized: the New England Association; the Middle States and Maryland Association; and the North Central Association of Colleges and Secondary Schools. The General Education Board was an important influence in the setting up of standards in the South, and the definition of a unit of credit, announced by The Carnegie Foundation for the Advancement of Teaching in 1906, has had a profound influence upon accreditation of secondary schools in every state of the nation.

Thus, it is seen that the evolution of secondary school standards is the outgrowth of many forces, each leaving its own imprint upon the type of criteria which has been set up for the evaluation of institutions offering instruction on this level. Many of these elements are in ascendancy today and exercise a potent influence on procedures which are being followed by the va-

rious agencies which have been empowered to accredit secondary schools on the basis of certain standards which they feel may be used as yardsticks in determining the quality of institutions of learning.

The evidence points to the state university as the predominating influence in the accreditation of secondary schools prior to 1910. There is reason to believe, too, that these circumstances did not arise through chance; that they were a logical outgrowth of the environment of that day and the educational movements in progress. As the public secondary school grew in prestige and numerical strength, the universities looked out upon a potentially great unit in the educational scheme which in the future was to become the feeder of the university. Both were a part of the program for education at public expense; the need of some kind of affiliation became apparent. State departments were not, as a rule, during the period prior to 1910, clothed with the necessary authority to enable them to standardize and accredit secondary schools. On the other hand, the universities needed no such powers delegated to them. There was a natural desire to affiliate in order to bridge the gap between the secondary school and the college for the increasing number of young people attending the higher institutions. The logical sequence to these situations was university accreditation, and plans of this character were under way in eleven of the fifteen states belonging to the North Central Association in the year 1910.

During the first decade of the new century, there were rumblings of discontent in the camps of state departments of education because greater authority had not been accorded them in matters relating to the recognition of high schools. Mention has been made of the controversy which became quite heated between the State Superintendent in Illinois and the State High School Visitor for the University. This same condition was duplicated in other states. State superintendents were urging that legislatures delegate to them powers which would permit them to set up standards and accredit secondary schools. They argued that the state is the agent responsible for the education of its citizens; that it has created the various instrumentalities through which educational programs may be carried forward; that it is responsible for the success of all the different branches of education; that the state must supervise the educational system in its en-

tirety. These expressions of opinion were very convincing and legislatures in some states began giving most careful consideration to the problem. In 1902, the State Commissioner of Ohio was given authority to set up regulations and establish a list of approved schools, and by 1910 that office was in command of all necessary machinery for the accreditation of secondary schools. Similar situations were being carried forward in Missouri, Nebraska, Wisconsin, and later in Illinois. Iowa in 1910 wrote finis to university accreditation and turned the whole matter over to the state department. Minnesota had done this in 1893. A trend had started which was to gather momentum in the years immediately ahead.

Trends in standards between 1870 and 1910.--The influence of colleges upon secondary schools was exerted mainly through the independent formulation of entrance requirements prior to 1890. A few institutions such as Columbia, Harvard, and the University of Michigan had worked out fairly definite schemes for the inspection and accreditation of such schools and were holding annual conferences between groups of colleges and secondary schools. Two associations of colleges and secondary schools were already in existence in 1890; The New England Association of Colleges and Secondary Schools, organized in 1884, and the Association of Colleges and Secondary Schools of the Middle States and Maryland, which came into being in 1887. The founding of these organizations represents the first unified effort to bring colleges and secondary schools into closer relationship. The first organized action on a national scale affecting secondary schools occurred in 1892, when the Committee of Ten made an investigation of the subjects taught in forty leading secondary schools of the country.

The North Central Association of Colleges and Secondary Schools was founded in 1895; its incentive originated within the School Masters' Club in Michigan. This club had been in existence for a number of years for the purpose of affording an opportunity for college and secondary-school men to get together and discuss common problems. The benefits achieved led to the belief that others beyond the boundaries of Michigan should be allowed to participate in the activities of the organization designed to promote the good will, mutual understandings, and discussions of general interest.

The original constitution, adopted in 1895, had little to

say about standards. Membership in the association was limited to those institutions, both higher and secondary, which were nominated by the executive committee and elected by the association. All decisions of the association regarding such institutions were to be advisory in character.

The Association took definite steps in 1901 to provide the necessary machinery for the accreditation of secondary schools. At that time a Commission on Accredited Schools was formed to assume this responsibility for both colleges and secondary schools. This Commission was authorized to define and describe unit courses of study in the various subjects of the high-school program, taking for the point of departure the recommendation of the National Committee of Thirteen; to serve as a standing committee on uniformity of admission requirements for the colleges and universities of the association; to take steps to secure uniformity in the standards and methods; to promote economy of labor and expense in the work of high-school inspection; to prepare a list of high schools within the territory of the Association which were entitled to accredited relationships; and to formulate and report methods and standards for the assignment of college credit for satisfactory high-school work done in advance of the college entrance requirements.

While the North Central Association was developing a set of standards with which schools must comply in order to be accredited, state agencies were busy with the same problems. By 1910, fairly definite programs had been established. A summary of standards at that time reveals that the number of teachers required to devote full time to high-school instruction was either two or three in most cases. Ten states required that teachers be college or normal school graduates; one, that they be well prepared; two, that they be competent; one, required a first-class standard certificate; and one, expected a college or normal school diploma or a state certificate.

The length of the school year was fairly well stabilized at thirty-six weeks, and the number of units required for graduation ranged from fourteen to sixteen with fifteen in the favored position. Nebraska increased her requirements from fourteen to fifteen units on September 1, 1910. Whenever specified, the length of the recitation period was forty minutes with two exceptions. Four states established six periods per day as the maximum

teaching load, and five named seven as the largest number of classes a teacher might be permitted to meet daily--the remainder omitted any mention of teaching load in their standards.

The statements made in the standards concerning library and laboratory facilities, records, buildings, and the like were indefinite for the most part. These criteria were as a rule stated in a manner that permitted much flexibility in practice, probably because doubt existed as to what the precise requirements should be. In many instances, the building standard contained advice regarding the necessity of maintaining hygienic conditions, reflecting the wording and intent of a standard adopted by the North Central Association in 1907 which read: "The location and construction of the buildings, the lighting, heating, and ventilation of the rooms, the nature of the laboratories, corridors, closets, school furniture, apparatus, and methods of cleaning must be such as to insure hygienic conditions for both pupils and teachers." The influence of the North Central Association is quite noticeable in the criteria established by the states.

Trends in standards between 1910 and 1940.--The evidence reveals that many universities discontinued plans for the accreditation of secondary schools between 1910 and 1940. In the period prior to 1910, universities in eleven of the fifteen states belonging to the North Central Association were recognized at one time as "the agency" of accreditation in their respective states, whereas in 1940 only four universities in the twenty member states occupied a position of this character. In addition state universities in Illinois and Wyoming shared such authority with the state departments of public instruction. The trend during this period was decidedly away from the state universities and toward the state departments of public instruction in matters of accreditation, reflecting the results of the movements under way during the first decade of the century, as reported in Chapter III of this investigation.

The results of this study indicate that accreditation can be carried on satisfactorily by either the state department or the state university. There is apparently no pressing need for both. In those states where conflicts have occurred, the record reveals the state office the winner in most instances. In some states these duties were surrendered willingly by the university and in others with much reluctance. The fact that only two states

continue to duplicate efforts in matters of accreditation appears to suggest the need for a careful examination of the policies of these states.

The evidence indicates that the main issues which were to arise in matters of accreditation had been faced before 1910, and patterns of action had been established which were to last as guiding principles to the present. The trend does not indicate a tendency to establish many new standards after that date but instead to strengthen and make effective the criteria which had been determined upon in the earlier period as a basis for the evaluation of schools. To illustrate, in 1910, most agencies were requiring that at least a certain number of the instructors in any accredited high school be college graduates. By 1920, Montana, Missouri, and Michigan were requiring, in addition to a college degree, a minimum preparation in professional subjects of twelve semester hours. By 1930, this requirement had become general, one state specifying as many as twenty hours of preparation in professional subjects. Later it became necessary that instructors be assigned to teach in their major or minor fields of preparation; finally, specific standards were adopted requiring a definite minimum of preparation in all subjects taught.

Not all standards have experienced as much change as the one just described, although some progress in the direction indicated has taken place in most of them. The minimum length of the school year has been set at thirty-six weeks in thirteen of the sixteen agencies reporting--in the earlier period a larger percentage of the states permitted thirty-two weeks as the minimum; slight change has taken place in the number of units required for graduation--the tendency being for states to raise this minimum from fifteen to sixteen units; the trend in length of class periods has been toward the longer period; the teaching load has experienced a downward tendency--agencies which formerly permitted a teaching schedule of seven periods per day have reduced this maximum to six periods; the criteria for library, laboratory, and plant facilities have shown in each case a trend toward higher standards for equipment and better facilities with which to carry on the learning process. Library requirements have undergone greater modification than any other of the three areas mentioned. By 1940 most agencies specified a definite amount of training in library science on the part of the individual in

charge of the library, a minimum expenditure for books, and the number of volumes which a library should possess in terms of school enrollments.

The evidence shows a tendency for states to follow the leadership of the North Central Association in determining the character of their standards. A study of the literature reveals that adoption by the various states of standards and modifications of standards was preceded in many instances by action on such matters by the regional accrediting agency. The implications in these situations point strongly to the theory that the North Central Association has been a powerful factor in the formulation of criteria for the accreditation of secondary schools in the Middle West. This development is no doubt due in a large sense to the interlocking of officials of state agencies and the regional organization. After state officials had participated in the writing of standards for the North Central Association at one of its annual meetings, an attempt on their part to enforce the same conditions at home was a logical outcome to be expected. This situation accounts in a large measure for the similarity of standards in the different states, and the points of agreement along broad outlines, which may be noted by the most casual examination of the tables exhibited in this report.

Finally, in addition to the trends already cited, there has been a tendency to deal with some of the broader problems of secondary education during the period under investigation. Efforts in this regard were exemplified in the Introduction to the Criteria which appeared in the 1938 announcements of the Commission on Secondary Schools. In this declaration, the Commission stated that, in so far as possible, it wished to clarify and simplify present practices and requirements and to make the criteria of evaluation more flexible. The announcement continued to say that less emphasis should be placed upon annual accreditation and more upon continued forms of evaluation; that the program of evaluation should be shifted more and more from a mere accrediting procedure to a program of wholesome stimulation of educational practices. Whether these aims of the Commission will be realized, the future alone can reveal. Two years later, they had not been reflected in any material changes in standards, and the program of accreditation continued very much as before. The declaration of 1938 would remedy some of the chief weaknesses in our accred-

iting procedures were its provisions carried out in actual practice. This reasoning leads to the following critical evaluation of standards.

Critical evaluation of standards.--The evidence points to certain weaknesses in present standards chief among which may be mentioned the following:

1. Schools have been asked to meet standards of an objective nature which have not been validated by scientific methods. Research studies have revealed no scientific basis for standards in force regarding class size, size of school, and pupil load; other standards have been based upon untested assumptions without sufficient evaluation by scientific procedures.

2. Standards are not sufficiently flexible; they have been applied too rigidly.

3. There is justification in the complaint that standards are too mechanical--there is no evidence which guarantees that schools which comply with them are educationally efficient.

4. Agencies of accreditation in the North Central territory have failed to develop norms or institutional patterns by means of which the general merits of a school may be determined.

The North Central Association makes a practice of warning schools which violate standards although such standards are untested by scientific experimentation, and their validity has not been established on any basis other than that which public opinion and practical experience provide. Under such circumstances, the standards cannot be applied singly as a basis for accreditation without injustice. It is believed a much safer procedure would result from the employment of norms or patterns of educational achievement. Objections concerning lack of validation, inflexibility, and mechanical tendencies would probably disappear if institutional patterns and norms were used as a basis of accreditation rather than judgments based upon the ability of a school to meet singly and collectively each and every criterion set up by the Association.

Most critics agree that, regardless of the weaknesses of present standards of accrediting agencies, their influence has been stimulating to the cause of secondary education. They have pointed the way to better practices and higher levels of attainment; they have encouraged poorer schools to strive to measure up to the minimum requirements for accreditation; they have made

it easier for superintendents, who deal with backward boards of education, to obtain the necessary financial support to maintain adequate and competent teaching staffs, good buildings, a reasonable supply of laboratory equipment and apparatus, and a teaching load that is not excessive. Standards have been met by accredited high schools in the face of economic distress and other adverse circumstances, which at times would have endangered the efficiency of the schools had not the loss of accreditation acted as a deterring force.

The consideration of standards indicates that there are certain guiding principles which may be safely followed in the selection of criteria for the evaluation of secondary schools. For example:

1. An institution should be judged upon the basis of the total pattern it presents as an institution of its type. While it seems necessary that institutions be judged in terms of particular characteristics, it should be recognized that wide variations will appear in the degree of success achieved.

2. It should be accepted as a principle of procedure that deficiency in one field may be compensated for by strength in other fields--no school should be denied accreditation because it fails to meet a specific standard if its total pattern of achievement is good.

3. A school should be judged, in so far as is possible, in terms of its own philosophy and the purpose which it serves in its own community.

4. Criteria should be flexible, and of a type that can readily adjust itself to changing conditions. The fact should be recognized that individual differences exist among schools and among communities.

5. Objective criteria should be based upon a sufficient amount of research and experimentation to establish their validity as measuring instruments.

6. While it seems desirable that criteria regard as basic certain characteristics, such as faculty preparation, the intellectual and moral tone of a school, the nature of the school plant, the adequacy of equipment and supplies, the quality of the school library and library service, the condition of the records, the policies of the board of education, the financial status, the teaching load, and the educational program it should be recog-

nized that considerable divergence from normal standards may occur in one of these characteristics without greatly detracting from the educational merits of an institution. Uniformity in every detail stifles educational experimentation and is not only unnecessary but undesirable.

7. Criteria to be of maximum value must be stimulating and conducive to educational growth; they should provide the facilities for continuous self evaluation and the incentive to strive endlessly toward higher goals of achievement.

Overlapping tendencies of agencies of accreditation.--Overlapping tendencies in the submission of reports, inspection of schools, and compliance with criteria do not appear to present a problem in most states. These situations have been simplified by the discontinuance of accreditation by either the state university or the state department in all but two of the twenty states belonging to the North Central Association. There is apparent need for one agency of accreditation in each state in addition to the regional organization--since eighteen of the twenty states appear to manage their affairs satisfactorily with one state authority in matters of this kind, the implications are that the remaining two states might find it to their advantage to follow the same practice. Certainly there is an unnecessary duplication of reports when two state agencies impose extensive annual questionnaires upon the offices of school principals.

Influence of standards upon the educational program of the schools.--Statistical data are not available upon which one might appraise in any scientific fashion the influence of standards upon the educational programs of schools. The implications are, from data presented in this investigation, that the professional training of teachers has been influenced by the requirements and recommendations which have been set up by accrediting associations. There is evidence, also, that the pupil-teacher ratio and the pupil load have been influenced by the same factors. The number of schools warned, when compared with the number dropped, indicates that in most cases standards of the North Central Association have been met by schools to which such warnings have been issued. The weight of responsible opinion tends very definitely toward the conviction that agencies of accreditation have had an important effect upon the character and the efficiency of our schools. No sources have been found, however, which give

specific and comparable statistical data upon which one might accurately measure the influence of standards on the educational programs of the schools.

There are certain elements in this situation which offer strong circumstantial grounds for belief. Among these should be considered the manner in which standards are formulated and administered. The procedure is somewhat as follows: (1) In the beginning, a committee identifies a particular problem and offers a solution in the way of a new standard or a revision of one already in existence. (2) The agency of the Association then goes on record favoring certain requirements or recommendations which may have a direct bearing upon the training of a faculty, the equipment of a school, the curriculum, the teaching load, the student load, or any one of many factors which condition the efficiency of an institution. (3) Then follows the means of enforcing institutions to conform to changes in standards which usually takes the form of continuation on or elimination from a list of accredited schools. (4) The last step consists in compliance on the part of member schools in order to remain accredited institutions. When one considers a program of this character, statistical data are hardly necessary to prove, to one's satisfaction at least, that agencies of accreditation have exerted a powerful influence upon our secondary schools.

What has been the nature of this influence? The implications are that, in general, the results of accreditation have been beneficial and stimulating. On the constructive side, the evidence as supported by the opinion of competent educators may be summarized as follows:

1. Standards have raised the whole level of secondary education during the present century.
2. They have promoted a better understanding between colleges and secondary schools.
3. They have made it possible for students to transfer from one school to another without undue hardship.
4. They have been a stimulus to all schools and especially to the poorer ones which have been required to improve conditions in order to secure the benefits of accreditation for their students.
5. They have made it possible for superintendents and principals to lay before their boards of education programs for

improvement which have the official sanction of outside authority and the added incentive which is afforded by readily available, comparable data.

6. They have influenced specifically the qualifications of teachers, the teaching load, the library facilities, the nature of school plant, and the policies of boards of education.

Certainly the benefits which have been derived from agencies of accreditation far outweigh any injustices resulting from methods of procedure. There are indications that the complacency, with which criticisms of standards in the past have been greeted, is giving away to a sincere desire to remove existing weaknesses. The results of the Coöperative Study have been a factor in bringing about an awakening to the realization that changes need to be made. However, traditions of long standing are not readily overturned--time and patience should eventually witness the application of the necessary remedies.

A P P E N D I X

POLICIES, REGULATIONS AND CRITERIA FOR THE
APPROVAL OF SECONDARY SCHOOLS

Adopted March 30, 1939

by

The North Central Association of
Colleges and Secondary Schools
Founded in 1895

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OFFICERS OF THE ASSOCIATION
1940-1941

President--Irving Maurer, Beloit College, Beloit,
Wisconsin.

Secretary--G. W. Rosenlof, University of Nebraska,
Lincoln, Nebraska.

Treasurer--William F. Shirley, City Schools, Mar-
shalltown, Iowa.

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OFFICERS OF THE COMMISSION ON
SECONDARY SCHOOLS, 1940-1941

Chairman--Carl G. F. Franzen, Indiana University,
Bloomington, Indiana.

Vice-Chairman--S. T. Lillehaugen, State Department
of Public Instruction, Bismarck, North
Dakota.

Secretary--O. K. Garretson, University of Arizona,
Tucson, Arizona.

AIMS OF THE ASSOCIATION

The aims of the North Central Association of Colleges and Secondary Schools are, first, to bring about a better acquaintance, a keener sympathy and a heartier coöperation between the colleges and secondary schools of this territory; second, to consider common educational problems and to devise the best ways and means of solving them; and third, to promote the physical, intellectual and moral well-being of students by urging proper sanitary conditions of school buildings, adequate library and laboratory facilities, and higher standards of scholarship.

The Association aims to approve only those schools which possess organization, teaching force, standards of scholarship, equipment, and esprit de corps, of such character as will unhesitatingly commend them to any educator, college or university in the territory of the North Central Association. The Association believes, furthermore, that the policies and regulations adopted and the criteria used as bases for the approval of secondary schools should be evaluative in character and should serve to encourage a maximum of growth and development on the part of its member schools.

INTRODUCTION

In the proposed revision of our standards, the Committee has been guided by the following principles:

1. That until the final recommendations of the Coöperative Study of Secondary School Standards are available for careful study no radical departures from present accreditation practices should be undertaken.
2. That revisions at the present time should as far as possible be confined to:
 - a. Clarification and, if possible, a simplification of present practices and requirements.
 - b. Making the criteria of evaluation more flexible. This means that schools should be judged as a whole, and that deficiencies in one aspect may be more than compensated by superiority in other aspects.

- c. Placing less emphasis upon annual accreditation and more emphasis upon continuous forms of evaluation.
- d. Shifting the program of evaluation more and more from a mere accrediting procedure to a program of wholesome stimulation and wide participation through more direct supervision and long-time studies of changes in educational practices.
- e. Erasing as far as possible the artificial line of distinction between "academic" and "non-academic" phases of school work.

POLICIES OF THE COMMISSION ON SECONDARY SCHOOLS

Policy 1. A school which has submitted its annual report to the State Committee, which is in the highest class of schools as officially listed by the properly constituted educational authorities of the state, and which has been approved continuously for five years, shall not be dropped without a year's warning except by a three-fourths vote of the members of the Commission present. A school which has not been approved continuously for five years may be dropped without warning.

Policy 2. It is the policy of the Commission to recommend the removal from the approved list of the Association any school which after a year's warning continues to violate the same regulation or criterion for approval which was violated the previous year. Upon the recommendation of the State Committee, this policy, however, may be waived by a three-fourths vote of the Commission members present.

Policy 3. Secondary schools are approved for an indefinite period. All schools on the approved list, however, shall submit such reports as the Commission may require. The certificate showing that a school is approved by the Association is valid as long as the school meets the conditions for approval as defined by the Commission on Secondary Schools and approved by the Association.

Policy 4. Credits acquired through summer session work, extension courses, correspondence courses or state examinations will be accepted by the Association as counting toward the preparation of the teacher if such credits are accepted

by an approved institution of higher education.

Policy 5. The Chairman of the State Committee is the official agent of communication between the approved schools of the state and the Secretary of the Commission on Secondary Schools. He is responsible to the Commission for the distribution, collection, and filing of all reports, and for such other duties as the Association may direct. In those states having an inspector of schools or other person with similar duties appointed by the state university, such person shall be the Chairman of the State Committee. In those states where there is no such official appointed by the state university, the inspector of schools or other person having similar duties appointed by the state superintendent of public instruction or state commissioner of education shall be the Chairman of the State Committee. In all other states, the Chairman of the State Committee is elected by the Association for an indefinite term on nomination of the Executive Committee.

Policy 6. The interim authority for interpreting policies, regulations, and criteria for the approval of secondary schools is the Secretary of the Commission on Secondary Schools.

Policy 7. It is the policy of the Association to warn high schools for violation of the conditions for eligibility to the approved list of the Association and to drop from this list any high school which violates the same regulation or criterion during consecutive years. High schools also may be warned or dropped whenever it becomes evident that they frequently violate conditions for eligibility to the approved list. In the case of a minor violation, the Association may instruct the State Committee to advise the school concerned. It is the policy of the Association not to take an action which is different from that recommended by the State Committee without first notifying the committee of the state concerned.

Policy 8. In the case of individual schools of states, reasonable deviations from regulations and criteria may be accepted by the Commission and approved by the Association when recommended by the State Committee. Such recommendations must be supported by substantial evidence showing that these deviations are justifiable.

The conditions for eligibility to the approved list of the Association are included under two separate classifications:

A. Regulations.

B. Criteria for the Evaluation of Secondary Schools.

A. REGULATIONS

Regulation 1. No school can be considered for unqualified approval unless the annual report blank has been properly and completely filled out as of October first and placed on file with the State Chairman not later than November first. The annual report shall be signed by the administrative head of the high school and by the secretary of the board of education or by the officer who acts officially as the spokesman for the governing body. Member schools will make a complete report on all new staff members annually.

Regulation 2. The Association shall decline to consider any school eligible for the approved list unless such school is in the highest class of schools as officially listed by the properly constituted educational authorities of the state.

Regulation 3. A secondary school shall base its report on all grades included in its organization. A six year high school may with the approval of the State Committee report upon the upper three years of the school.

Regulation 4. No three-year school will be approved which employs fewer than four full-time teachers, or the equivalent. No four-year senior high school will be approved which employs fewer than five full-time teachers, or the equivalent; and no six-year high school will be approved if it employs fewer than seven full-time teachers or the equivalent.

Regulation 5. If any state fails for two successive years to send one or more official representatives to the Annual Meeting of the Commission on Secondary Schools, the schools of the state may, by vote of the Association, be dropped from the approved list.

Regulation 6. (a) Three-year senior high schools shall require a minimum of twelve units for graduation. Four-year high schools shall require a minimum of sixteen units for graduation. In the case of schools using the semester hour plan

for designating credit, three-year senior high schools shall require for graduation a minimum of 120 semester hours and four-year high schools shall require a minimum of 160 semester hours.

(b) The school year shall consist of a minimum of thirty-six weeks.

(c) The minimum length of a recitation period shall be forty minutes, exclusive of all time used in changing of classes or teachers.

A unit course of study in a secondary school is defined

Note: as a course covering an academic year and including not less than the equivalent of 120 sixty-minute hours of class work. Two hours of work requiring little or no preparation outside the class are considered as equivalent to one hour of prepared class work.

A semester hour is defined as the amount of credit for the completion of a course covering one semester and which consists of one class period weekly not less than forty minutes in length under the direction of the teacher for which an equal amount of preparation on the part of the pupil is required. Two class periods requiring little or no preparation outside the class are considered as equivalent to one period of prepared class work.

Credit assigned upon a basis of qualitative attainment, approved by the State Committee may be accepted in lieu of this quantitative definition of a unit or of a semester hour.

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B. CRITERIA FOR THE EVALUATION OF SECONDARY SCHOOLS

The standards of excellence which a school shall maintain are stated in terms of these criteria.

Criterion 1--Instruction and Spirit

The efficiency of instruction, the acquired habits of thought and study, the general intellectual and moral tone of a school and the coöperative attitude of the community are paramount factors, and, therefore, only schools that rank well in these particulars, as evidenced by a rigid, thoroughgoing, sympathetic evaluation, are considered eligible for the list of schools ap-

proved by the Association.

Criterion 2--The School Plant, Sanitation, and Janitorial Service

(a) The school plant is adequate for the number of pupils enrolled and program of studies offered.

(b) The lighting, heating and ventilation of the building, lavatories and toilets, wardrobes and lockers, water supply, school furniture, location of the classrooms, shops and laboratories, and janitorial service are such as to insure hygienic conditions for pupils and teachers.

(c) Provision is made for the safeguarding of dangerous power machinery with which pupils come in contact. Proper steps for protecting pupils against injuries are taken in laboratories, shops, gymnasiums, and other parts of the building or grounds where accidents are likely to occur.

Criterion 3--Instructional Equipment and Supplies

Instructional equipment and supplies, such as science laboratory apparatus, laboratory tables and demonstration desks; tools and machinery; gymnasium equipment and supplies; equipment for home economics and agricultural laboratories; equipment and supplies for commercial rooms, art rooms, and music departments; visual aids equipment; maps and charts, are adequate to meet the needs of instruction for all courses offered.

Ample provision is made for the safekeeping, systematic arrangement and care of all materials, supplies, and apparatus used in the instructional program. Good housekeeping will be regarded as essential to good instruction.

Criterion 4--The School Library and Library Service

The number and kind of books, reference material, and magazines are adequate for the number of pupils enrolled and meet the interests of the pupils and the needs of instruction in all courses offered.

The library is easily accessible to pupils, adequate in size, and attractive in appearance. The books are classified and catalogued.

The library is under the direction of a properly qualified person.

(a) In schools enrolling more than 800 pupils, the high school library is under the direction of a HIGH SCHOOL LIBRARIAN, namely, one who is a graduate of an approved library school which requires as a part of, or in addition to, the four years required for a degree, at least one full year of professional library training.

(b) In schools enrolling from 400 to 800 pupils, the one in charge of the high school library is either a high school librarian, as defined above, or a TEACHER-LIBRARIAN, namely, a person who is qualified as a member of the teaching staff and who has completed a minimum of eight semester hours of training in library methods, including instruction in classification of books.

(c) Provision is made for an adequate number of assistants to the librarian.

(d) The high school librarian is recognized as a member of the teaching staff.

Criterion 5--School Records

Accurate and complete financial data and personnel records are kept in such form as to be conveniently used and safely preserved. The personnel record for each pupil should contain such essential data as courses taken with some valid indication of the quality of work done in each such course. Additional data secured from standardized tests, anecdotal records, parent or pupil interviews, personnel questionnaires, etc. may be added to the individual record to the degree that the facilities of the school permit. It may also include other information which the school considers valuable.

An official transcript (or a certified copy) of the college preparation of each teacher is kept on file in the office of the administrative head of the high school. All information submitted in the annual report which pertains to the preparation of teachers is secured from such official records. By an official transcript is meant the institutional credit record signed by the registering officer of the higher institution certifying the credits.

Criterion 6--The Policies of the Board of Education, the Administration of the School, and Its Financial Support.

(a) The policies of the board of education are such as to

attract and retain the services of well-qualified and competent teachers. It is the policy of the board of education under which member schools operate to employ, promote, demote, and discharge teachers only upon the recommendation of the administrative head of the system. The working relationships between the board of education and the administrative head of the system as well as between the administrative head of the system and the principal of the secondary school are such as to insure the efficient and successful administration of the school.

In case of any deviation from this policy, the board of education shall submit evidence in writing to the State Committee showing that the action taken was clearly to the best interests of the school.

(b) The administration of the school is such as to insure a well-organized and well-disciplined school, efficiently and intelligently supervised, and meeting the needs and interests of the pupils enrolled and of the community. Permanency of organization and of the teaching staff, as shown by the past history of the school, its enrollment, the attitude and support of the community are matters which will be taken into consideration in determining whether the school is meeting the conditions for eligibility to the approved list.

The secondary school is under the direction of a well-trained and competent school administrator who possesses as a minimum a Master's degree from an institution of higher education accredited by the North Central Association of Colleges and Secondary Schools or by one of the other regional accrediting associations and whose college preparation includes an appropriate distribution of courses on the graduate level covering those phases of the school administrator's work which are professional in character, such as, secondary school administration, curriculum making, the supervision of instruction, personnel and guidance, methods of teaching, educational psychology, philosophy of education, and the financial administration of secondary education.

In school systems where the administrative head of a secondary school is responsible to a superintendent or to an administrative head of the school system, such superintendent or administrative head of the school system has a Master's degree, as indicated above, including a similar and appropriate distribution

of professional courses on the graduate level.

The principal or superintendent directly in charge of the secondary school has ample time during the school day for the administration and supervision of the school.

The administrative head of the school system has the power, delegated by the board of education, to make all assignments of teachers.

In a secondary school approved by the Association, the administrative head of the school is held responsible for seeing that all special activities, such as athletics, band, and various kinds of contests, contribute most effectively to the school's educational program.

(c) The financial condition of the school district or governing board is such that it is possible for the school to maintain all conditions for eligibility to the list of schools approved by the Association. The State Committee will be held responsible for determining whether the school is financially able to meet the conditions for approval.

Criterion 7--Preparation of the Instructional and Supervisory Staff.

(a) All members of the instructional and supervisory staff (excepting the administrative head of the high school whose college preparation is indicated under Criterion 6) possess the minimum general training assumed to be guaranteed by a Bachelor's degree from an institution of higher education approved by the North Central Association of Colleges and Secondary Schools or from an institution of equal standing. (Exceptions may be made when recommended by the State Committee in the case of teachers of certain industrial arts and trade courses who are legally qualified to teach in the state and who have had the apprenticeship training required in their respective trades.)

In evaluating the adequacy of the general preparation of the instructional and supervisory staff, State Committees will take into consideration the extent to which the staff as a whole has completed work beyond the Bachelor's degree, also the kind and distribution of college courses taken and the recency of their completion.

(b) The minimum professional training of individual members of the instructional and supervisory staff (excepting the

administrative head of the high school whose professional training is indicated in Criterion 6) is fifteen semester hours of education. In the case of a teacher whose professional training consists of less than fifteen semester hours, the State Committee shall have discretionary power to waive this criterion if in its judgment the teacher is otherwise highly qualified and is doing clearly superior work. (Until professional courses are defined by the Association, the Commission will accept as such only courses certified as education by the institution in which they were earned.)

(c) All members of the instructional and supervisory staff are adequately prepared in those subjects and fields in which they are engaged.

All teachers in new schools making application for approval and all newly employed teachers in secondary schools now on the approved list of the Association shall, until such time as the Commission re-defines adequate preparation, have a minimum preparation for their respective teaching assignments in accordance with the following:

- English --15 semester hours.
- Foreign languages--15 semester hours in the language taught.
- Science --15 semester hours, of which 5 shall be in the science taught.
- Mathematics --15 semester hours.
- Social studies --15 semester hours, which must include preparation in specific subjects taught.

Deduction in the fields of foreign language and mathematics may be allowed to the extent of 2 semester hours for each unit earned in high school not to exceed a total deduction of 6 semester hours.

In the case of teachers of subjects in such fields as agriculture, art and drawing, commerce, home economics, industrial arts, music, physical education, and speech, it shall be the responsibility of the State Committee to satisfy itself that teachers of subjects in these fields are relatively as well qualified as are those for which the minimum preparation is specified above. In judging the adequacy and comprehensiveness of the preparation of teachers, the State Committee shall take into consideration the amount of preparation in excess of the minimum specified above in the case of all teachers holding a major teach-

ing assignment, namely, the teaching of two or more sections, or more than 30 pupils, in a particular field.

Graduates of colleges not recognized by the North Central Association nor by any other regional accrediting agency may become eligible to teach in a secondary school accredited by the Association by being admitted to graduate standing in an institution of higher education accredited by the Association or by any other regional accrediting agency, and by completing successfully not less than six semester hours of graduate work. This part of the standard is not to apply to graduates of non-accredited colleges who desire to teach in the state where they graduated and where they are approved individually in accordance with the state plan.

Criterion 8--The Teaching Load.

The teaching load is not excessive. An average enrollment in the school in excess of thirty pupils per teacher is considered as a violation of this criterion. For the purpose of interpreting this criterion, the principal, vice-principals, study hall teachers, vocational advisers, librarians, and other supervisory officers may be counted as teachers for such portion of their time as they devote to the management of the high school. In addition, such clerks as aid in the administration of the high school may be counted on the basis of two full-time clerks for one full-time teacher.

Criterion 9--The Pupil Load.

Four unit courses, or the equivalent, as defined in Regulation 6, are considered the normal amount of work carried toward graduation by the average pupil.* Only such pupils as rank in ability and achievement in the upper twenty-five per cent of the school's enrollment may be allowed to carry for credit as many as five units or the equivalent.* A different practice in any school approved by the State Committee may be accepted by the Association.

Criterion 10--The Educational Program.

(a) Program of Studies. The school's program of studies,

*A reasonable activity program which is carried by the pupil, with or without credit, may be excepted.

the organization of curricula, and the daily schedule are such as to meet reasonably well the needs and interests of the pupils enrolled.

(b) Allied Activities Program. The program of activities is such as to meet the interests and needs of the pupils and is so planned as to contribute effectively to the educational program.

(c) Guidance. In judging an educational program, the effectiveness of the guidance service in helping pupils to adjust themselves to the environment of a complex civilization is regarded as an important factor.

(d) Outcomes. In the evaluation of an educational program, special attention is given to the various kinds of evidence indicating that desirable outcomes are attained.

(e) The School and Community. The extent to which a secondary school is successful in establishing itself as an educational and recreational community center is taken into consideration in its evaluation.

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